

# **NORTH CAROLINA DOMESTIC VIOLENCE GRANT FORMULA**

**As Directed by Session Law 2016-94 (House Bill 1030)**

**November 2016**



*Prepared By:*

***NC Council for Women and Youth Involvement***

*In Conjunction with:*

***Domestic Violence Commission***

***Domestic Violence Formula Taskforce***

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## EXECUTIVE SUMMARY

Section 32.6. (a) of Session Law 2016-94 (House Bill 1030) directed the Department of Administration's NC Council for Women and Youth Involvement, in consultation with the Domestic Violence Commission, to develop a new formula for awarding grants from the Domestic Violence Center Fund to eligible centers for victims of domestic violence based upon the services provided by the centers. Session Law directed the NC Council for Women and Youth Involvement to consider the following in developing the new formula:

- 1) The types of services each center currently provides and the cost of those services, including around-the-clock shelter services, job search assistance, legal assistance, clothing costs, and child care costs.
- 2) The number of clients served annually by each center and the service area of each center.
- 3) The availability of external funding sources for each center, including federal, state, and local grants, and private donations.
- 4) Any other relevant information that may be helpful in developing a new formula for the awarding of grants.

Following the passage of House Bill 1030 as law on July 14, 2016, NC Council for Women and Youth Involvement (NCCFW/YI) formed a taskforce of key stakeholders, consisting of select Domestic Violence Commission members, NC Council for Women Advisory Board Members and NCCFW/YI staff, to examine different domestic violence grant formula options. NCCFW/YI also enlisted the expertise of the NC Office of State Budget and Management (OSBM) to analyze data and create formula options for the taskforce to examine. Throughout this process, the taskforce referenced other state grant formulas as well as survey responses from domestic violence agencies across the state.

Domestic violence is a crime that continues to plague the state of North Carolina. According to the Centers for Disease Control and Prevention, 1 in 4 women in the United States will be a victim of domestic violence.<sup>1</sup> It is estimated that 3 to 10 million children witness domestic violence annually. Every year, 1 in 3 teens, ages 18 and under, experience abuse or threats from their partner. In 2015, according to the NC Department of Public Safety, 99 women, men and children lost their lives due to domestic violence-related homicides. A study conducted by UNC Charlotte discovered that domestic violence costs North Carolina \$307,856,298 every year, which is approximately \$32.26 per North Carolina resident.<sup>2</sup>

According to North Carolina General Statute (N.C.G.S.) 50B-1, domestic violence is defined as attempting to cause bodily injury, intentionally causing bodily injury or placing a victim or a member of the victim's family in fear of serious bodily injury or continued harassment resulting in significant emotional stress. The definition includes stalking, rape and sexual offenses. According to N.C.G.S. 50B-9, to be eligible to receive funds, a domestic violence center must provide a hotline, transportation services, community education programs, daytime services, and

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<sup>1</sup> Centers for Disease Control and Prevention. (2015). Intimate Partner Violence: Consequences. *Injury Prevention & Control: Division of Violence Prevention*. Retrieved from <http://www.cdc.gov/ViolencePrevention/intimatepartnerviolence/consequences.html>

<sup>2</sup> UNC Charlotte. (2014). The Economic Impact of Domestic Violence in North Carolina.

call forwarding during the night and other criteria established by the Department of Administration. NCCFW/YI provides funding to domestic violence agencies that provide the aforementioned services, as well as enhanced services, including court advocacy, shelter services, support groups and counseling for victims and their families. NCCFW/YI currently administers state grant funding to 106 domestic violence agencies, which provide services to victims in all 100 North Carolina Counties.

The statistics collected by NCCFW/YI semi-annually demonstrate that domestic violence continues to be a large issue in the state. In fiscal year 2015-2016, North Carolina domestic violence agencies reported 101,940 hotline calls and 48,601 clients served. During this time, agencies provided over 510,000 services to domestic violence victims. While domestic violence agencies were able to provide many services to victims of domestic violence, they also reported many unmet needs for shelter with over 3,000 referrals being made to other shelters outside of the county. Over 6% of clients potentially went unserved or went unserved in their home county due to lack of space. A survey question to domestic violence agencies also revealed that on average 19% of the clients that agencies serve are from another county or another state. Therefore, it is crucial for agencies in each county to maintain a stable base of funding and services to meet the needs of North Carolina's citizens.

Equity funding can be defined in several different ways for the North Carolina Domestic Violence Center Fund grant. Equity can be defined as equal coverage for all 100 counties or it can be defined as equal coverage per capita. Currently, the domestic violence grant is distributed equally among 106 domestic violence agencies. With the current state appropriation of \$4,860,698, that provides \$45,855 to each grantee. According to data, the North Carolina domestic violence grant makes up between 5 and 18% of the total revenue for the majority of domestic violence agencies.

To start the grant funding formula process off, the taskforce looked at dividing the domestic violence grant funding by population. This formula generated funding ranging from less than \$2,000 for the least populated county to over \$460,000 for the largest populated county. In order to balance values of equity of coverage for all 100 counties in North Carolina with equity of coverage per capita, the taskforce decided to move towards a middle option called the base + formula. Creating a minimum base amount provides parity for coverage across the state and distribution of core services for victims. It provides basic accessibility and availability for all service providers statewide and strikes a balance between rural and urban counties. Including a base amount for all agencies allows agencies to plan for funding fluctuations. Agencies receive funding from a variety of different sources, such as other grants or fundraising efforts, but those sources are subject to change year to year.

In order to make a decision on which domestic violence formulas to recommend, the taskforce narrowed down its options to 15 through an examination of formula examples, as well as formulas used by other states and in other grants. The options, included varying base amounts, ranging from 50% to 75% of the total Domestic Violence Center Fund each year. They also included a combination of the top funding variables the taskforce explored, including population, land (square mileage), poverty, shelter, judicial district, dual (domestic violence and sexual

assault agency) versus stand-alone (solely domestic violence agency), as well as the use of Oregon's Equity Allocation Study as a model.

The taskforce voted on its top three formula recommendations, which include:

1. Base 75% + Population 12.5% + Land 12.5%;
2. Oregon short-term model; and,
3. Base 50% + Population 25% + Land 25%.

In addition to choosing its top three formula recommendations, if the General Assembly decides to allocate funds across the state based on a formula instead of equally distributing the funds across North Carolina, the taskforce also recommends considering:

- The use of a floor, or minimum amount, and a ceiling, or maximum amount, for the grant. The taskforce recommends setting the floor at \$41,000, meaning that all agencies would receive at least that amount and the remainder would be distributed based on the formula variables chosen. For the ceiling, the taskforce recommends setting it at \$97,000, which means that no agency would receive more than that amount.
- A 2-year transition period for implementation of the new domestic violence grant formula in order for NCCFW/YI and the domestic violence agencies to prepare for a grant change.
- Additional time to do an in-depth needs assessment for domestic violence in North Carolina in order to gather more information on the current level of domestic violence services in the state.
- An impact study on the effect of the formula every two years. This approach will determine the effect the formula is having on client services to domestic violence victims and to possibly adjust the formula based on the results.
- Public comment as a new formula could greatly affect sustainability of North Carolina domestic violence agencies and thousands of North Carolina families.

The final recommendation from the taskforce for developing a new formula for awarding grants from the Domestic Violence Center Fund is to use the formula Base 75% + Population 12.5% + Land 12.5%.

## INTRODUCTION

### Scope

Section 32.6. (a) of Session Law 2016-94 (House Bill 1030) directed the Department of Administration's NC Council for Women and Youth Involvement (NCCFW/YI), in consultation with the Domestic Violence Commission, to develop a new formula for awarding grants from the Domestic Violence Center Fund to eligible centers for victims of domestic violence based upon the services provided by the centers. Current law, N.C.G.S. 50B-9, requires that each eligible center receive the same amount in grant funds. Session Law directed NCCFW/YI to consider the following in developing a new formula:

- 1) The types of services each center currently provides and the cost of those services, including around-the-clock shelter services, job search assistance, legal assistance, clothing costs, and child care costs.
- 2) The number of clients served annually by each center and the service area of each center.
- 3) The availability of external funding sources for each center, including federal, state, and local grants, and private donations.
- 4) Any other relevant information that may be helpful in developing a new formula for the awarding of grants.

Session Law also created a grant moratorium for new grantees that states NCCFW/YI will not award grants from the Domestic Violence Center Fund to any center that did not receive a grant for the 2015-2016 fiscal year. Session Law also stated NCCFW/YI will continue to award grants to the North Carolina Coalition Against Domestic Violence (NCCADV), Inc., as provided in N.C.G.S. 50B-9.

### Methodology

Following the passage of House Bill 1030 as law on July 14, 2016, NCCFW/YI formed a taskforce of key stakeholders to examine different grant formula options. The majority of the taskforce members were chosen from the Domestic Violence Commission by the Executive Director of NCCFW/YI, in consultation with the Chairman of the Domestic Violence Commission. Other taskforce members included were NCCFW/YI staff, as well as the Chairperson and select members of the NC Council for Women Advisory Board. Some prospective taskforce members declined participation due to the busy schedule proposed to accomplish a domestic violence formula recommendation by November 1, 2016. The taskforce consisted of 15 key stakeholders. The taskforce conducted six meetings, starting on August 8, 2016, in person and through conference calls.<sup>3</sup>

On October 28, 2016, the Domestic Violence Commission unanimously voted to accept the Domestic Violence Report as presented.<sup>4</sup>

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<sup>3</sup> See Appendix C for full Domestic Violence Formula Report Schedule.

<sup>4</sup> Mike Silver, Chair of the Domestic Violence Taskforce, introduced the motion for the Domestic Violence Commission to approve the Domestic Violence Formula Report as presented. The motion was seconded by Dana



NCCFW/YI also enlisted the expertise of the NC Office of State Budget and Management (OSBM) to analyze data and create formula options for the taskforce to examine.

Throughout this process, NCCFW/YI conducted several surveys in order to gather more information to create different formula options. First, agencies were asked to provide feedback on the impact of a formula on their agency. Second, NCCFW/YI surveyed the Domestic Violence Formula Taskforce on key values to consider in a formula. NCCFW/YI received 16 responses. Thirdly, NCCFW/YI surveyed all domestic violence grantees in order to gather more information. The survey was distributed Friday, August 12, 2016, and responses were due Wednesday, August 24, 2016. NCCFW/YI held two conference calls on Wednesday, August 17, 2016 and Thursday, August 18, 2016, in order to assist agencies with answering the survey. NCCFW/YI received 81 responses from grantee representatives, currently providing services to 99 counties.<sup>5</sup> Input from the surveys was taken into consideration as the taskforce formed recommendations for a domestic violence formula. Lastly, NCCFW/YI surveyed the Domestic Violence Formula Taskforce on their top three formula choices. The survey was distributed on October 3, 2016, and due back October 4, 2016.

NCCFW/YI examined how other states allocated their resources for domestic violence to use as a reference for the creation of a domestic violence formula in North Carolina. NCCFW/YI was assisted by the North Carolina Coalition Against Domestic Violence (NCCADV) in this process. States that were examined include: Washington, Oregon, Wyoming, Louisiana, Vermont, Kansas, Colorado, Maine, and Minnesota. NCCFW/YI also examined the formula used by the Family Violence Prevention Services Act Program, a federal grant, as it administers the funding for this program.

## BACKGROUND

### Mission of the NC Council for Women

The NC Council for Women was established in 1963. Its mission is to advise the Governor, the North Carolina legislature and state departments on the issues impacting women in North Carolina by:

- Raising awareness of the impact of violence against women and directing available resources to serve victims in communities across the State. Collecting and distributing information about the status of women in North Carolina.
- Acting as a resource for local and regional Councils//Commissions for Women.
- Collaborating with other groups and individuals working on behalf of women.
- Assuring that necessary services, policies and programs are provided to those in need and strengthening existing programs.
- Reviewing applications, awarding grants and monitoring programs providing self-sufficiency development for women and families in transition.

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Mangum, Executive Director of the NC Coalition Against Domestic Violence, and unanimously accepted by the Domestic Violence Commission.

<sup>5</sup> NCCFW/YI did not receive a survey from the Durham Crisis Response Center in Durham County.

In July 2016, Youth Advocacy was added to the NC Council for Women to create the NC Council for Women and Youth Involvement (NCCFW/YI). Three new programs were welcomed to NCCFW/YI: Students Against Destructive Decisions (SADD), the North Carolina Internship Program, and the State Youth Councils (SYC).

NCCFW/YI also provides support to the NC Council for Women Advisory Board, a 20-member council board appointed by the Governor to address issues, including health and well-being, education and employment of women in North Carolina.

### Domestic Violence Commission

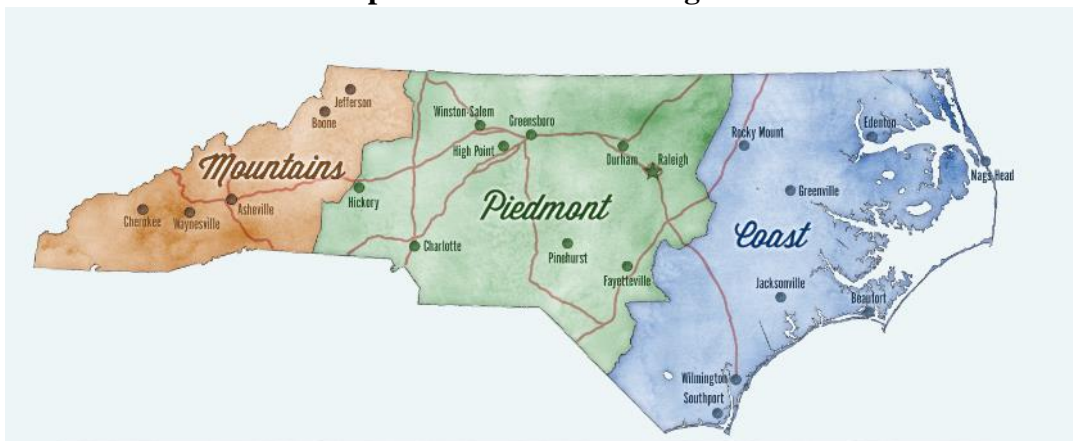
The 39-member Commission, appointed by the Governor, Speaker of the House and Senate Pro Tempore, assesses statewide needs related to domestic violence and sexual assault. In collaboration with the Council, the Commission works to strengthen existing domestic violence and sexual assault programs, while also examining the unmet needs of women and families in their effort to live in a violence-free environment.

### North Carolina Demographics

Domestic violence is an issue that affects the entire state of North Carolina, which is why the demographics of the state were a key consideration in the creation of a domestic violence grant formula.

North Carolina geography is divided into three sections—the Appalachian Mountains, the Piedmont and the Coastal Plain. The Appalachian Mountains are the largest mountain range in the Eastern United States, ranging from Canada to northern Alabama. The Piedmont extends from Virginia to Alabama and is characterized by hilly, rolling land. The Coastal Plain consists of 300 miles of Atlantic coastline.<sup>6</sup> North Carolina covers approximately 48,617 square miles.<sup>7</sup>

**Map 1: North Carolina Regions<sup>8</sup>**



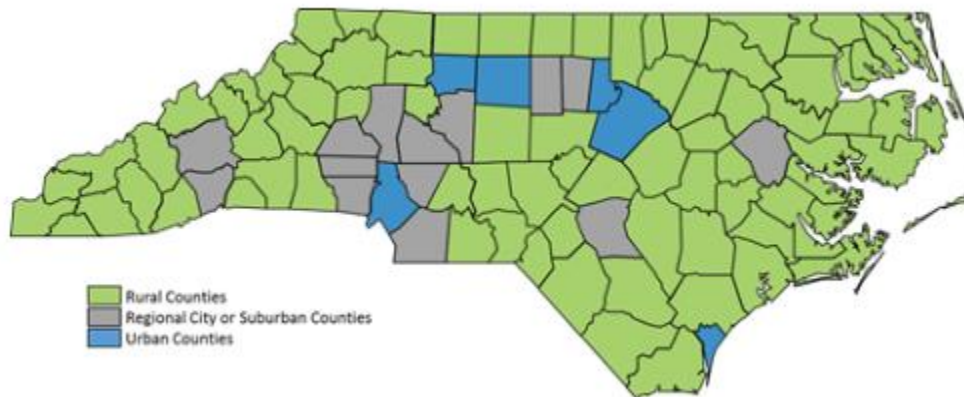
<sup>6</sup> North Carolina. About NC. Retrieved from <http://www.nc.gov/about>

<sup>7</sup> NC Office of State Budget and Management. *County Densities 2005-2035*. Retrieved from <https://ncosbm.s3.amazonaws.com/s3fs-public/demog/dens0535.html>

<sup>8</sup> Visit NC. Cities and Regions. Retrieved from <https://www.visitnc.com/cities-regions>

North Carolina is divided into 100 counties. The majority of North Carolina's population is concentrated in a few counties. The top 5 counties by population are: Mecklenburg, Wake, Guilford, Forsyth, and Cumberland. North Carolina is unique in that over half of its counties have less than 100,000 people. The map below from the North Carolina Rural Center shows North Carolina counties broken into three categories: rural, regional cities or suburban counties, and urban. According to the NC Rural Center, 80 counties that have population densities of 250 people per square mile or less are considered rural and account for 41% of the state population; 14 counties with population densities between 250 and 750 people per square mile are considered regional cities or suburban counties and account for 25% of the state population; 6 counties with population densities between 750 and 1,933 people per square mile are considered urban and account for 34% of the state population.

**Map 2: Classification of North Carolina Counties<sup>9</sup>**

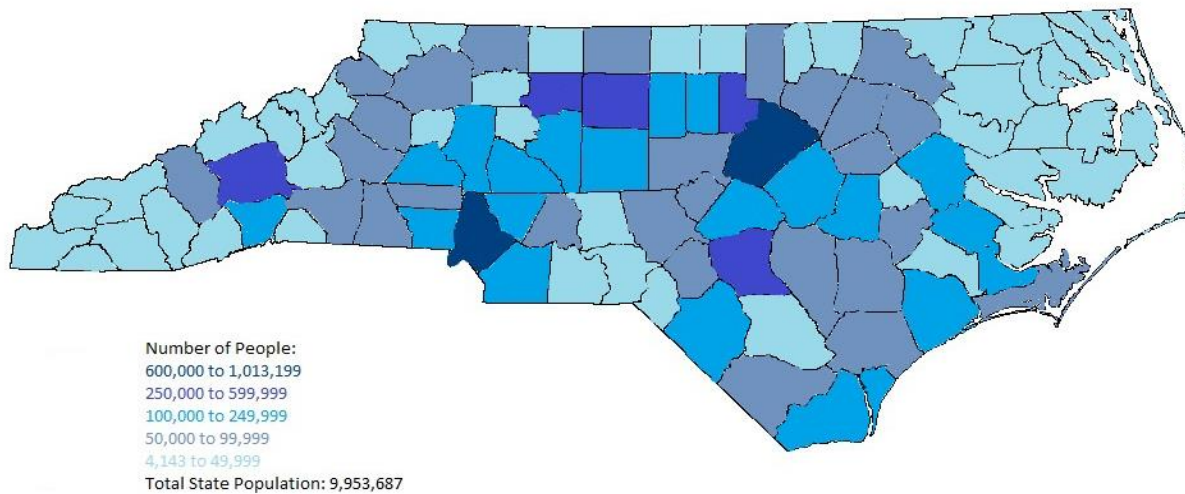


For population, the taskforce decided to use data from the State Demographer as it is updated annually. The State Demographics branch of the Office of State Budget and Management produces population estimates and projections. County and state population projections are available by age, race, and sex. The State Demographics branch surveys North Carolina municipalities for annexation data, municipalities and counties for selected institutional data and military bases for barracks population data annually. The taskforce was concerned about the lack of inclusion of special populations in US Census data, which is also why data from the State Demographer is being used. The map below shows the population distribution in North Carolina by county based on 2014 State Demographer data.<sup>10</sup>

<sup>9</sup> NC Department of Commerce. (2016). Rural Center Expands Its Classification of North Carolina Counties. *The LEAD Feed*. Retrieved from <https://www.nccommerce.com/lead/research-publications/the-lead-feed/artmid/11056/articleid/123/rural-center-expands-its-classification-of-north-carolina-counties>

<sup>10</sup> NCCFW/YI used the 2014 population data from the state demographer for the population variable used in several formula examples.

**Map 3: North Carolina 2014 Population Distribution based on State Demographer Data**



### History of Domestic Violence in North Carolina

According to *Forging Progress for Women: North Carolina Council for Women, A Brief History of Three Decades of Service 1963-1993*, awareness of domestic violence was minimal in the late 1970s and few programs existed to assist victims. In 1977, a Battered Women Project was developed, which helped provide training and technical services to the newly formed programs in the state, to publish information about the issue, and to make appropriate recommendations.

In 1978, the NC Council for Women and the NC Department of Human Resources launched a cooperative effort to coordinate services to victims of domestic violence. The Department of Human Resources provided funds for local services and the NC Council for Women provided professional staff to manage the project. From 1978-1980, \$27,100 of grant funding was available to provide community services offering legal, medical, counseling and emergency services to victims of domestic violence. In 1982, the NC Council for Women was appropriated state funding for local programs for the first time. In 1992-1993, the number of community agencies receiving grants through the NC Council for Women increased from 17, who received \$10,000 each, to 65, who received \$17,500 each. The objectives of the organizations that received funding were to serve victims of domestic violence through crisis counseling, safe shelter, transportation, referral and advocacy services. The total number of victims served by these agencies increased from 12,000 in 1985-1986 to 17,669 in 1991-1992.

In 1990, the NC Council for Women issued a comprehensive state directory of sexual assault and domestic violence programs. The NC Council for Women continues to publish a state directory of sexual assault and domestic violence programs on their website.<sup>11</sup>

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<sup>11</sup> NC Council for Women. *Forging Progress for Women: North Carolina Council for Women, A Brief History of Three Decades of Service 1963-1993*.

As shown in Figure 1 below, from 2008-2016 there have been a few fluctuations in domestic violence grant funding. For fiscal year 2008-2009, domestic violence grant funding increased to \$5,281,855. The following fiscal year, 2009-2010, funding was decreased to \$4,862,298, where it remained constant until fiscal year 2013-2014, when it was decreased to \$4,860,698. Over the last few years, the state has expanded from 100 to 106 domestic violence programs. The table below shows the state appropriations from the Domestic Violence Center Fund over the last eight years.

**Figure 1: State Appropriations from the Domestic Violence Center Fund from 2008-2016**

<b>Fiscal Year</b>	<b>Funding Provided</b>
2015-2016	\$4,860,698
2014-2015	\$4,860,698
2013-2014	\$4,860,698
2012-2013	\$4,862,298
2011-2012	\$4,862,298
2010-2011	\$4,862,298
2009-2010	\$4,862,298
2008-2009	\$5,281,855

### Domestic Violence in North Carolina

According to North Carolina General Statute (N.C.G.S). 50B-1, domestic violence is defined as attempting to cause bodily injury, intentionally causing bodily injury or placing a victim or a member of the victim's family in fear of serious bodily injury or continued harassment resulting in significant emotional stress. The definition includes stalking, rape and sexual offenses.<sup>12</sup> According to N.C.G.S. 50B-9, to be eligible to receive funds, a domestic violence center must provide a hotline, transportation services, community education programs, daytime services, and call forwarding during the night and other criteria established by the Department of Administration.<sup>13</sup> NCCFW/YI provides funding to domestic violence agencies that provide shelter services, counseling, twenty-four-hour crisis line services, transportation, court and advocacy services and assistance to children who witness violence. NCCFW/YI currently administers state grant funding to 106 domestic violence agencies, which provide services to all 100 counties in North Carolina.

Domestic violence is a crime that continues to plague the state of North Carolina. According to the Centers for Disease Control and Prevention, 1 in 4 women in the United States will be a victim of domestic violence.<sup>14</sup> Approximately a third of Hispanic women, 4 in 10 Black women, 4 in 10 American Indian or Alaska Native women, and 1 in 2 multiracial, non-Hispanic women

<sup>12</sup> NC General Statute 50B-1, Domestic Violence.

[http://www.ncleg.net/EnactedLegislation/Statutes/HTML/BySection/Chapter\\_50B/GS\\_50B-9.html](http://www.ncleg.net/EnactedLegislation/Statutes/HTML/BySection/Chapter_50B/GS_50B-9.html)

<sup>13</sup> NC General Statute 50B-1, Domestic Violence.

[http://www.ncleg.net/EnactedLegislation/Statutes/HTML/BySection/Chapter\\_50B/GS\\_50B-9.html](http://www.ncleg.net/EnactedLegislation/Statutes/HTML/BySection/Chapter_50B/GS_50B-9.html)

<sup>14</sup> Centers for Disease Control and Prevention, Injury Prevention & Control: Division of Violence Prevention. (2015). Intimate Partner Violence: Consequences. Retrieved from

<http://www.cdc.gov/ViolencePrevention/intimatepartnerviolence/consequences.html>

have experienced physical violence by an intimate partner in their lifetime.<sup>15</sup> It is estimated that 3 to 10 million children witness domestic violence annually. Every year, 1 in 3 teens, ages 18 and under, experience abuse or threats from their partner. In 2015, according to the NC Department of Public Safety, 99 women, men and children lost their lives due to domestic violence-related homicides; 55% of the victims of domestic violence-related homicides in North Carolina were female.

In 2014, the eNOugh Campaign<sup>16</sup> partnered with faculty from UNC Charlotte's Economic Department to estimate the annual economic impact of domestic violence for North Carolina. According to the study, "The Economic Impact of Domestic Violence in North Carolina," domestic violence costs North Carolina \$307,856,298 every year, which is approximately \$32.26 per North Carolina resident. This estimate does not show the full costs of domestic violence as it does not include the cost of shelters provided to victims of domestic violence.<sup>17</sup>

The graph below was created by the Jamie Kimble Foundation for Courage and shows the breakdown of the economic effect caused by domestic violence. In order to estimate the cost of domestic violence, eight categories were examined: cost from loss of life, cost from lost work productivity, physical health care costs, mental health care costs, cost from loss of property, policing costs, court costs and incarceration costs. The largest cost at 40.2% is physical health care costs, which alone costs North Carolina over \$123,000,000 each year.

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<sup>15</sup> Centers for Disease Control and Prevention, National Center for Injury Prevention and Control. (2011). The National Intimate Partner and Sexual Violence Survey 2010 Summary Report. P.40.

<sup>16</sup> eNOugh is North Carolina's Domestic Violence and Sexual Assault awareness and prevention program. It was created in 2012 at The North Carolina Council for Women and was first launched as a Pilot Project in Charlotte North Carolina in 2013. eNOugh was expanded to a statewide initiative in 2014 with the help of community partners, The North Carolina Coalition Against Domestic Violence, Capitol Broadcasting Company, and The Governor's Crime Commission.

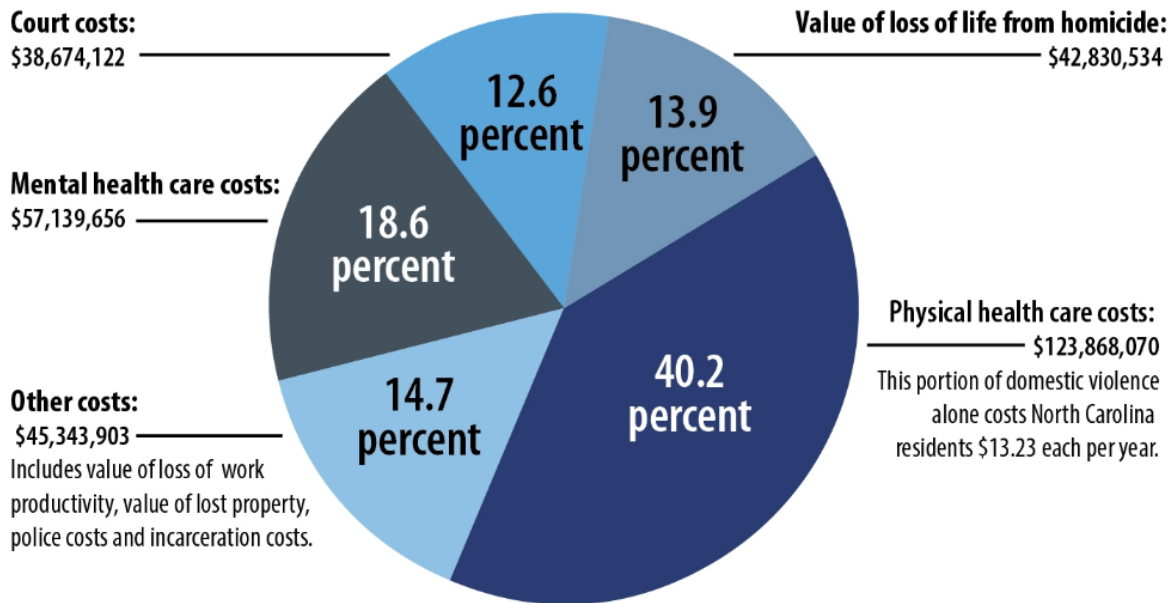
<sup>17</sup> UNC Charlotte. (2014). The Economic Impact of Domestic Violence in North Carolina.



**Figure 2: A Breakdown of the Economic Effect Caused by Domestic Violence<sup>18</sup>**

### **A breakdown of the economic effect caused by domestic violence**

The eNOugh campaign used academic and government research, as well as its own, to quantify the cost of domestic violence. The findings determined the issue costs North Carolina about \$307,856,298 annually.



♡ SOURCE: JAMIE KIMBLE FOUNDATION FOR COURAGE

DTH/KAYLA GOFORTH, TYLER VAHAN ⓘ

For the past ten years, the National Network to End Domestic Violence (NNEDV) conducted a one-day unduplicated count of adults and children seeking domestic violence services in the United States. According to the 2015 North Carolina statistics, 70% of identified domestic violence programs in North Carolina participated in 2015 National Census of Domestic Violence Services. The following results were provided by the participating programs over a 24-hour period.<sup>19</sup>

- 1,576 victims were served in one day. 820 (420 children, 391 adults) of which were provided emergency shelters or transitional housing.
- 756 adults and children were provided services including counseling, legal advocacy and children's support groups.
- 461 hotline calls were answered, which means that domestic violence agencies answered over 19 calls every hour. Domestic violence hotlines provide support, information, safety planning and resources.
- There were 102 unmet requests for services, 61% of which were housing. Agencies reported a shortage of funds and staff needed to assist victims.

<sup>18</sup> Jamie Kimble Foundation for Courage. (2014). A Breakdown of the Economic Effect Caused by Domestic Violence.

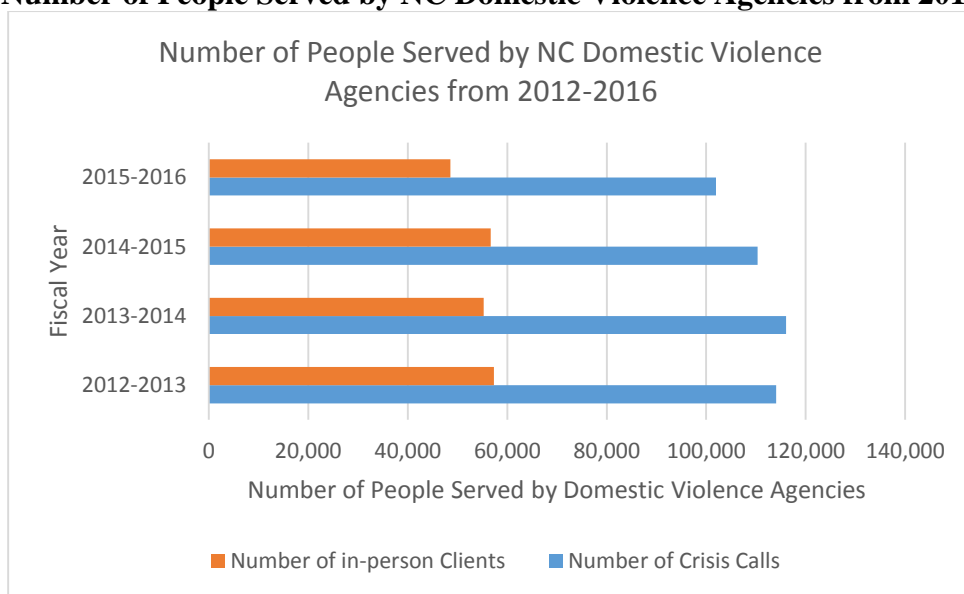
<sup>19</sup> The National Network to End Domestic Violence. 2015. Domestic Violence Counts North Carolina Summary. Retrieved from [http://nnedv.org/downloads/Census/DVCounts2015/North\\_Carolina.pdf](http://nnedv.org/downloads/Census/DVCounts2015/North_Carolina.pdf)

## North Carolina Domestic Violence Annual Client Statistics

The NC Council for Women and Youth Involvement (NCCFW/YI) compiles semi-annual client services statistical data for domestic violence and sexual assault services utilized by women, men, and children seeking support, information, counseling and advocacy. NCCFW/YI monitors the delivery of services and produces the only county-level data on client services in North Carolina.<sup>20</sup>

The graph below shows the number of people served by domestic violence agencies from 2012 to 2016. Two measures are included below: the number of crisis calls and the number of clients served in person. The number of crisis or support calls received on the hotline refers to the number of domestic violence related calls and crisis intervention emails received by each agency, for crisis, information and referral. The total number of unduplicated individuals served refers to the total number of individuals served in person. Agencies do not count visits, but persons. The number of clients served in person are counted only once per six-month reporting period. The graph below seems to demonstrate that there was a decrease in the number of crisis calls and the number of in-person clients served by domestic violence agencies, however, this is not necessarily the case; Starting on July 1, 2015, NCCFW/YI changed the methodology for how clients are reported making it seem as though the overall numbers have gone down.<sup>21</sup>

**Figure 3: Number of People Served by NC Domestic Violence Agencies from 2012-2016**



<sup>20</sup> NCCFW/YI requires each state-funded Domestic Violence (DV) grantee to report on client service provision. The 2015-2016 data represents information provided by 105 Domestic Violence grant agencies in North Carolina over a one-year period. The North Carolina Coalition Against Domestic Violence (NCCADV) does not report. Each agency fills out a statistical report every 6 months that involve demographics, services provided and volunteer hours. The reports are sent to the NCCFW/YI, where the data is checked and analyzed. In order to provide yearly data, NCCFW/YI combines two semi-annual reports from all agencies for each fiscal year. The Domestic Violence agency statistical year begins each July 1 and concludes the following June 30.

<sup>21</sup> NCCFW/YI recently changed how agencies report the number of clients served. Previously, clients were counted once per 30 days. Starting July 1, 2015, agencies were instructed to report the number of clients served per six-month period. The goal is to provide an unduplicated measure for number of clients served in North Carolina. While this change did impact the number of clients served, it did not impact the number of services provided.



NCCFW/YI collects information on the number of services that domestic violence agencies provide to clients. The total number of services provided includes the number of each service provided by the agency, except for shelter, hotline and support groups. Agencies count every contact with an individual. The chart below shows the service definitions created by NCCFW/YI for agencies to use as a reference for their statistical reporting.

**Figure 4: NCCFW/YI Domestic Violence Service Definitions**

Information	Number of times assisting individuals IN-PERSON as they explore available resources to improve their safety and self-sustainability. This can include processing options, listening, providing resources and educational information, guidance, conflict resolution, etc. This does not include telephone crisis calls.
Advocacy	Number of times spent intervening on the individual's behalf with any THIRD PARTY to clarify, improve or further an individual's goals or situation. Advocacy includes, but is not limited to, legal, medical, housing, securing rights, remedies and services from other agencies, locating emergency financial assistance, intervening with employers, etc. Advocacy services may be done by phone, email, Fax, or in-person. Count all court advocacy under "court" below.
Referral	Includes internal referrals to counseling, shelter and transitional housing and external referrals to other agencies, churches, schools, 50B Protective Order/50C Civil No-Contact Order, medical assistance, mental health, housing assistance or any other made to victims or other individuals calling for information. Count all activities where a name or organization is given to an individual.
Transportation	Record each time you transport an individual. Note that a trip to and from a location counts as 2 trips. Includes coordination with a cab company, law enforcement and providing bus passes or gas vouchers to individuals.
Counseling	Number of times an individual receives supportive counseling services and number of times an individual participates in individual therapy.
Hospital	Number of times a staff member assists a client at the hospital.
Court	Number of times support, assistance and advocacy is provided to a victim at any stage of the justice process, including assisting a victim with filing a 50B Protective Order or 50C Civil No-Contact Order or any other emergency order. Includes accompanying a client to court and meetings with law enforcement or District Attorney's.
Other	Please specify the number of times each service is provided for the following services: Job Counseling (JC), Job Training/Job Placement (JT), Financial Services (FS), Health Education (HE) and Educational Services (ES).

Starting January 2016, NCCFW/YI began collecting information on five additional services: job counseling, job training/job placement, financial services, health education and educational services. NCCFW/YI requires these additional services because of an increased understanding that these skills, such as job training, education and financial literacy, have in allowing domestic violence victims to become independent and prevent them from returning to their abusers.

Research shows that financial abuse occurs in 99% of domestic violence cases and is the primary reason that victims stay in an abusive relationship or return to an abusive relationship.<sup>22</sup> Therefore, there is high demand for services, such as financial empowerment.<sup>23</sup>

1. Job counseling is specifically designed for domestic violence survivors entering the job market, taking into consideration their previous absence from the job market, their lack of recent paid work experience, and building upon the skills and experience possessed by the client.
2. Job training and job placement services are provided to help train and place domestic violence survivors into available jobs in the public and private sectors.
3. Health education and counseling services include the general principles of preventative healthcare, such as, family health care, nutrition education, and the selection of physicians and health care services.
4. Financial management services are offered to provide information and assistance on all aspects of financial management, such as insurance, taxes, estate and probate matters, mortgages, and loans.
5. Educational services include information concerning available secondary and post-secondary education programs that would be beneficial to domestic violence survivors seeking employment, and information services with respect to all employment in the public and private sectors, education, health, public assistance and unemployment assistance programs.

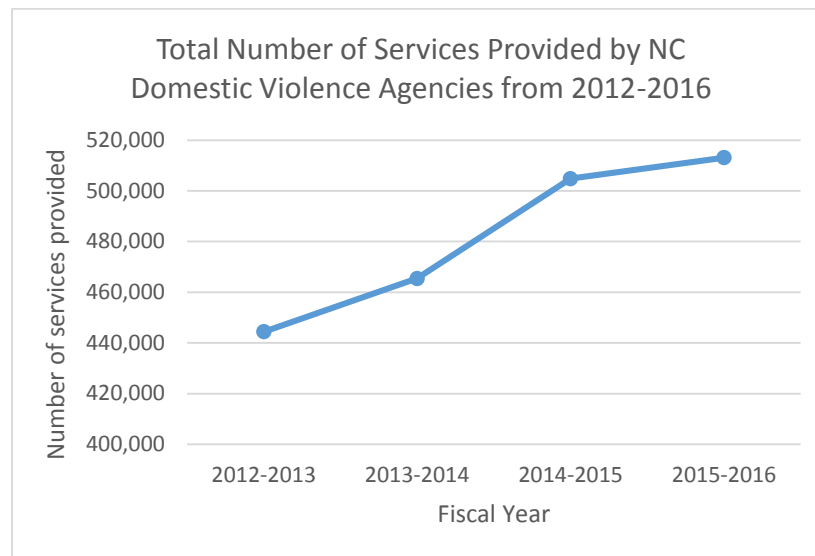
The graph below shows the total number of services provided by domestic violence agencies from 2012-2016. This number has increased greatly during that time period from approximately 440,000 services in fiscal year 2012-2013 to over 510,000 services in fiscal year 2015-2016.

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<sup>22</sup> Adams, A.E. (2011). Measuring the Effects of Domestic Violence on Women's Financial Well-Being. *Center for Financial Security*, 5.6. Retrieved from <https://centerforfinancialsecurity.files.wordpress.com/2015/04/adams2011.pdf>

<sup>23</sup> National Network to End Domestic Violence. (2016). More Resources Needed to Help Domestic Violence Victims Regain Financial Independence. Retrieved from <http://nnedv.org/news/4674-more-resources-needed-to-help-domestic-violence-victims-regain-financial-independence.html>

**Figure 5: Total Number of Services Provided by NC Domestic Violence Agencies from 2012-2016**



## RESPONSE TO LEGISLATION/ADDITIONAL INFORMATION

Session Law 2016-94 asked NCCFW/YI to consider 4 items when recommending a new formula. Those include:

- 1) The types of services each center currently provides and the cost of those services, including around-the-clock shelter services, job search assistance, legal assistance, clothing costs, and child care costs.
- 2) The number of clients served annually by each center and the service area of each center.
- 3) The availability of external funding sources for each center, including federal, state, and local grants, and private donations.
- 4) Any other relevant information that may be helpful in developing a new formula for the awarding of grants.

### Types of Services and Cost of Services

#### Costs of Domestic Violence Program

NCCFW/YI administered a survey to domestic violence agencies to collect information on the cost of services.<sup>24</sup> After surveying North Carolina domestic violence agencies, NCCFW/YI discovered that it would be difficult to determine the cost of each service provided by domestic violence agencies. Due to the difficulty of determining the cost of each service, NCCFW/YI focused on the cost of operating the domestic violence program as a whole.

NCCFW/YI received responses from 81 agencies, covering 99 of 100 counties in North Carolina, who provided the total expenses required to operate their domestic violence program

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<sup>24</sup> Full survey can be found in Appendix D.

specifically, not the agency as a whole, in 2015. It is difficult to use these numbers as a metric as agencies used different variables to calculate the cost of running the domestic violence agency. Some agencies were also unable to determine the exact amount and provided estimates. Although there are limitations to the data, NCCFW/YI calculated an average to use as a reference. The average reported expenses were \$467,967 and the average reported revenues were \$450,512.

One of the key points that agencies made on the survey was that it is very difficult for them to track the cost of specific types of services or to break the costs out of their overall budget. There are several reasons for this including that several agency staff members are responsible for providing multiple services and some services are provided to every client.

### **Types of Services**

The North Carolina General Assembly specifically asked NCCFW/YI to consider the types of services that each center currently provides, including around-the-clock shelter services, job search assistance, legal assistance, clothing costs, and childcare costs. In the survey, agencies were asked if they provide specific services, if they track their expenses and how they would be tracked if necessary.

In the table below, agencies were asked if they provided the five services referenced in Session Law 2016-94 (House Bill 1030). The numbers vary for each service, with a majority of respondents indicating that they at least partially track expenses by category. The primary reason for not tracking such information in detailed formats appears to be due to administrative burden and the overlap of expenses with multiple fields. The survey results showed that domestic violence agencies do not consistently track the cost of specific services and when they do they may use different definitions for what each services entails.

**Figure 6: Services Referred to in Session Law 2016-94 that Agencies Provide**

Provided?	Around-the-clock shelter services	Job Search Assistance	Legal Assistance	Clothing Costs	Childcare Costs
Yes	72	71	59	64	41
No	6	6	16	10	32
Partially	1	1	2	2	4
No Response	2	3	4	5	4
Total	81	81	81	81	81

Of the 81 agencies that responded to the survey, 48 provided the cost of their expenses for shelter. Agencies reported that the average cost of shelter in 2015 was \$177,376. Of all the services surveyed, shelter costs were the largest amount, with some agencies costs reaching up to almost \$900,000. Some agencies had difficulty determining the costs of shelter as some have physical shelter buildings and others provide sheltering services.

Of the 11 agencies who recorded direct costs for job search assistance, most were in the \$0-\$3,000 range. A few agencies reported costs of approximately \$30,000 for job search assistance, with one reaching up to \$130,000.

The costs for legal assistance varied greatly depending on the services, with some centers spending upwards of \$100,000 a year and others receiving pro-bono services. Of the 81 agencies that responded to the survey, 25 provided their expenses for legal assistance in 2015.

Most clothing costs were below \$2,000-\$3,000 with only a few of the 26 respondents reporting higher direct costs. Several respondents indicated clothing was largely donation based or integrated in the costs of other services. Many domestic violence agencies also operate thrift stores in order to gain additional revenue and provide clothing for victims and their children.

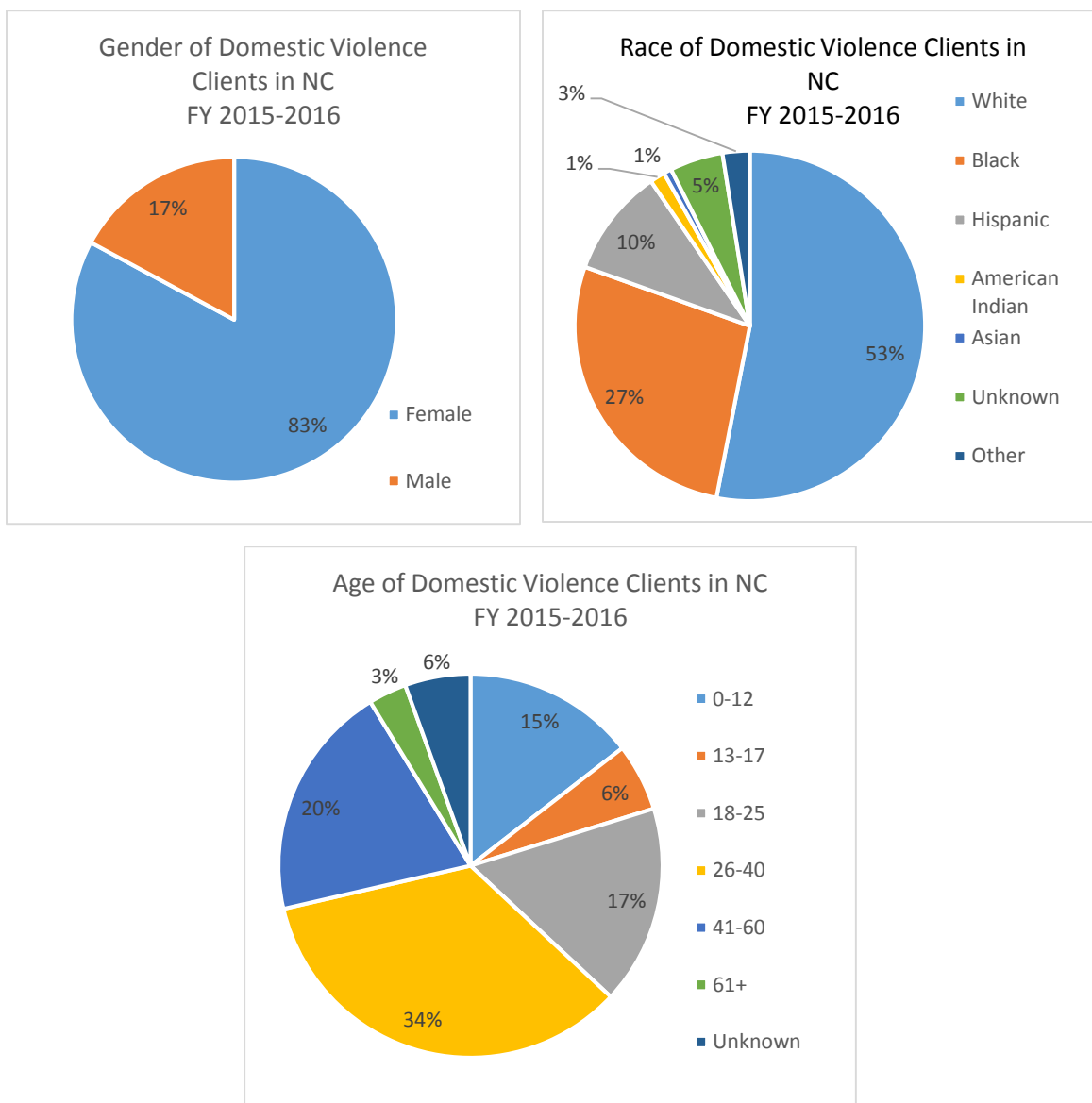
Only slightly over half of the respondents indicated they tracked childcare costs. Of these respondents, 24 also provided childcare expenses. The costs of childcare varied greatly with some agencies reporting upwards of \$30,000, but many reported well below this or are only volunteer supported.

### Number of Clients Served Annually

In fiscal year 2015-2016, NCCFW/YI provided grants to 106 domestic violence agencies, which provided services to 48,601 people. These grantees received 101,940 calls on their 24-hour crisis lines. An overwhelming majority, 83%, of those served were female. Domestic violence clients receive a wide range of services from the agencies, including shelter services, information and referral, advocacy, transportation, counseling, hospital, and court accompaniment. Domestic violence service providers also provide job counseling, job training/job placement, financial services, health education and educational services. In fiscal year 2015-2016, North Carolina's domestic violence grantees provided over 9,000 support groups for adults and children, as well as nearly 7,000 educational presentations and professional trainings. Agencies are very reliant on their volunteers to help provide services to domestic violence victims; Over the last year, volunteers worked over 400,000 hours in domestic violence agencies.

The graphs below show demographic information, including gender, race and age, for domestic violence clients in North Carolina for fiscal year 2015-2016.

**Figures 7-9: Demographic Information for Domestic Violence Clients for FY 2015-2016**



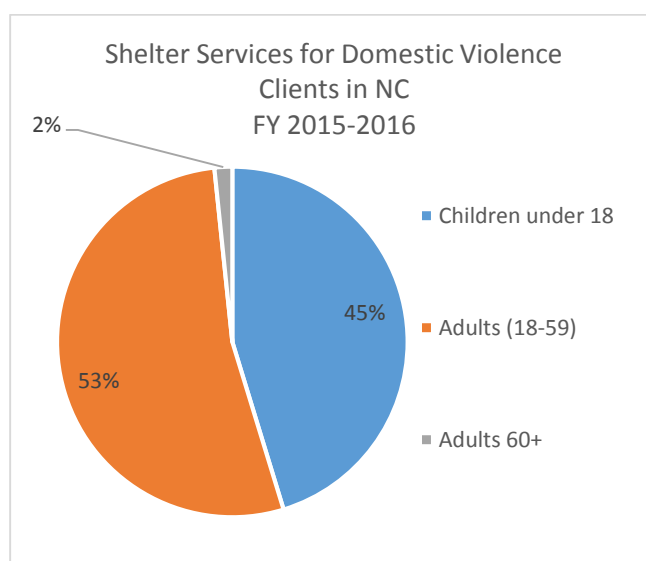
For over twenty years, North Carolina victim service providers that receive North Carolina Council for Women state grant funds are required to follow North Carolina Council for Women guidelines, which directs grantees to provide or coordinate emergency shelter for clients and their families who are fleeing violence.<sup>25</sup> This means that some agencies own, maintain or lease

<sup>25</sup> According to the Family Violence Prevention Services Programs, Federal Register Number 2015-25726, Wednesday, October 14, 2015/ Proposed Rule, shelter is defined as: “Among the most important services under these programs is the provision of shelter to victims of family, domestic, and dating violence. We propose to use the statutory definition of “shelter,” which is the provision of temporary refuge and supportive services in compliance with applicable State law or regulations governing the provision, on a regular basis, of shelter, safe homes, meals, and supportive services to victims of family violence, domestic violence, or dating violence, and their dependents. We also propose to include in this definition emergency shelter and immediate shelter, which may include scattered-

physical shelter buildings and other agencies coordinate emergency short-term shelter. Due to new best practices, promoted by the US Department of Housing and Urban Development (HUD) to prioritize housing first, many agencies, including in North Carolina, are moving forward with providing permanent housing options, which include rapid rehousing and permanent housing models.<sup>26</sup>

According to NCCFW/YI Fiscal Year 2015-2016 statistics, 45% of shelter service clients were children under 18. Most importantly, domestic violence grantees also reported many unmet needs for shelter with more than 3,000 referrals being made to other shelters outside of the county. Over 6% of clients potentially went unserved or potentially went unserved in their home county due to lack of space.

**Figure 10: Shelter Services for Domestic Violence Clients in NC for FY 2015-2016**



### Availability of External Funding

In order to examine the availability of external funding, NCCFW/YI compiled the IRS 990 Form for grantees from 2012-2014. The IRS 990 Form is an informational tax form that most tax-exempt organizations must file annually. The form provides an overview of the organization's activities, governance and financial information to the IRS. The Office of State Budget and Management (OSBM) analyzed this data and compared the ratio of the domestic violence grants that agencies receive from NCCFW/YI with their total revenue for each year from 2012-2014.

The box and whisker plots below show that the North Carolina domestic violence grant makes up between 5 and 18% percent of the total revenue for the majority of domestic violence

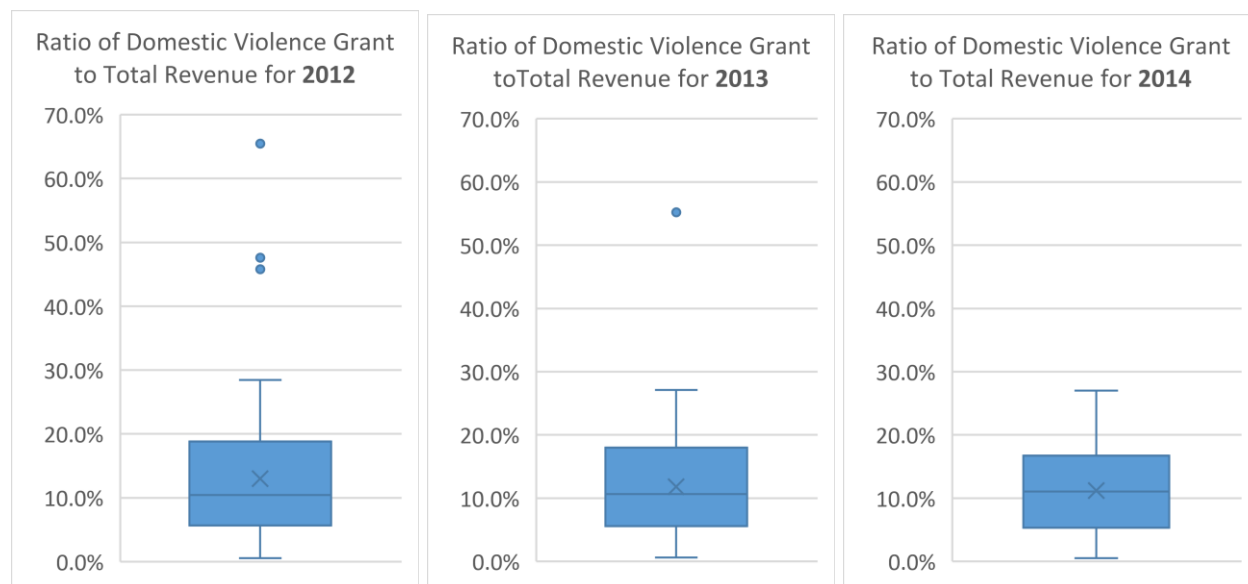
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site housing, which is defined as property with multiple locations around a local jurisdiction or state. Temporary refuge is not defined in Family Violence Prevention Services Act (FVPSA) and we propose that it includes residential services, including shelter and off-site services such as hotel or motel vouchers, which is not transitional or permanent housing. Should other jurisdictional laws conflict with this definition of temporary refuge, the definition which provides more expansive housing accessibility governs.”

<sup>26</sup> US Department of Housing and Urban Development. Rapid Re-housing. *HUD Exchange*. Retrieved from <https://www.hudexchange.info/resources/documents/Rapid-Re-Housing-Brief.pdf>

agencies. The graphs also show that in 2012, there were only three agencies where the state domestic violence center fund grant made up a large portion of their budget, between 45 and 65% of their total revenue.<sup>27</sup> This means that most agencies in North Carolina were able to diversify their funding and become less reliant on the state Domestic Violence Center Fund grant by 2014. However, the financial needs to respond to these victims is still not sufficient.

**Figures 11-13: Ratio of Domestic Violence Grant to the total revenue of domestic violence agencies from 2012-2015**



### Other Relevant Information to Consider

Agencies are required to provide services to any person that comes through their doors. This often means that clients may be from another county or even another state. A survey question was included to get an idea of what percentage of residential and non-residential clients North Carolina Domestic Violence Service Providers served in 2015. There were 77 respondents for this question and responses ranged from 0 to 90%. On average 19% of the clients that agencies served were from another county or another state. Therefore, it is crucial for agencies in each county to maintain a stable base of funding and services to meet the needs of North Carolina's citizens.

Another survey question asked if agencies participated in cost sharing with other agencies for services either in their county or outside their county, such as child advocacy and mental health. Most agencies concluded that they do not participate in cost sharing. For the 27 agencies who did respond, they reported they participated in cost sharing for victim services, such as a Spanish crisis line, referrals, and transportation for victims.

<sup>27</sup> One of the limitations faced is that there is missing data for some of the agencies. Figures 9-11 do not include any data for 11 agencies. Figures 9-11 also do not contain 2012 data for 1 agency and 2014 data for 23 agencies.



Agencies were also asked if there were any unmet needs for domestic violence client program services in their county. Respondents identified 29 different options for unmet needs in their counties. Of the 29, the top 3 needs were: affordable housing, transportation for victims and affordable daycare/childcare.

The taskforce strongly considered all agency responses on the survey as they moved forward with a formula recommendation.

## FORMULA OPTIONS

In choosing a formula, the taskforce indicated that what was most important to consider are: flexible services, individualized and high quality services, safety for the victim and their children, having the victim become or remain independent and providing adequate funding for needed services. However, the main priority the taskforce stressed is for services to be available in every county. According to the taskforce, some of the criteria that must be considered for this formula are: the types of services provided along with their cost, accessibility and availability of services, quality of services, performance/outcomes, to not base the formula solely on population size and to consider having a base amount with additional funding for add-on services.

Throughout this process the taskforce voted on their core values, which were important in identifying what to consider for the formula. The top organizational core values the taskforce identified were:

- Safety for clients
- Access to services
- Sustainability of the agency

The top direct core values the taskforce identified were:

- Transportation services
- Legal services
- Shelter services

As the taskforce examined different formula options, these core values were referenced.

Equity funding can be defined in several different ways for the North Carolina Domestic Violence Center Fund Grant. Equity can be defined as equal coverage for all 100 counties or it can be defined as equal coverage per capita. Currently, the domestic violence grant is distributed equally among 106 domestic violence agencies. With the current state appropriation of \$4,860,698 that provides \$45,855 to each grantee. To start the grant funding formula process off, the taskforce looked at dividing the domestic violence grant funding by population. This formula generated funding ranging from \$1,908 for Tyrrell, the least populated county, to \$466,764 for Mecklenburg, the largest populated county. This funding model works out to \$2.17 per capita.

In order to balance values of equity of coverage for all 100 North Carolina counties with equity of coverage per capita, the taskforce decided to move towards a middle option called the base + formula. Creating a minimum base amount provides equity of coverage across the state and

distribution of core services for victims. It provides basic accessibility and availability for all service providers statewide and strikes a balance between rural and urban counties. This methodology also has precedence as it is used by several other states, as well as the Family Violence Prevention Services Act (FVPSA) program, a federal grant, which NCCFW/YI already administers to domestic violence grantees. With a base + formula, a certain percentage base amount is chosen, which all eligible domestic violence agencies would receive. The + allowed the taskforce to look at different variables for how the remaining funding should be distributed. Varying base amounts, ranging from 25 to 75%, were considered. Examples of various base amounts with the remaining funding distributed by population is shown in Figure 14 below.

**Figure 14: Options for Various Base Amounts with Remaining Funding Distributed by Population**

County	Base 25%	Base 50%	Base 75%
Large County	\$351,900	\$249,885	\$147,870
Medium County	\$30,996	\$35,949	\$40,902
Small County	\$12,895	\$23,881	\$34,868

Including a base amount for all agencies allows agencies to plan. Agencies receive funding from a variety of different sources, such as other grants or fundraising efforts, but those sources are subject to fluctuation. An agency may not be able to rely on that funding year to year. Allowing a base amount for all domestic violence service providers helps fill the funding gaps and meet the needs of victims in all 100 counties of North Carolina.

There is also evidence for a robust base for the formula. In this case, ‘robust’ means a strong or large base. As the taskforce and NCCFW/YI have examined different formula choices, they are considering a robust base to be around 75%. A robust base helps with equitable coverage and providing funding for core victim services. Other important values included were the presence of domestic violence services in all counties and a level of funding to all agencies, rather than a formula being based solely on population or equal amount per citizen. Equitable coverage and access were values continually brought up having great importance, which provides the justification for a robust base with coverage in all 100 counties in North Carolina.

All of the options considered for the formula were non-competitive. Since providing access to funds for domestic violence victims services in all North Carolina counties was a priority for the taskforce, no competitive formula options were considered. The non-competitive approach to funding basic services for domestic violence is also utilized by other North Carolina agencies, including North Carolina Department of Public Safety (DPS) and the Governor’s Crime Commission (GCC).

## Variables

The taskforce explored several different variables to include in the formula. Variables considered include population, land based on square miles, land based on judicial district, shelter, stand-alone (solely domestic violence) or dual (domestic violence and sexual assault) agency, and

poverty, as well as the use of Oregon's Equity Allocation Study as a model. These variables were narrowed down based on the survey results and through examination of formulas used by other states. Variables, such as the use of external funding sources, were excluded at this time because there is not enough data available to consider it as a variable. Also, some of the domestic violence agencies are counties, which means that funding for domestic violence is intermingled with funding from other sources and may be hard to extrapolate. External funding would include federal, state and local grants, as well as private donations. NCCFW/YI added reporting of external funding to its grant application for fiscal year 2016-2017, which could allow for the use of external funding as a variable in the future.

## **Population**

Population is a variable often used in grant formulas. The legislation asked NCCFW/YI to consider the number of clients in reference to a formula. Throughout this process NCCFW/YI discovered that there is often variability in the definition of a "client." Population was used in place of client numbers because there is a positive correlation between the number of calls/clients and population. Two positive reasons for using population as a variable include that the data is more reliable and the State Demographer provides annual population data that can easily be applied for the formula's needs. Two negative reasons include that domestic violence agencies often serve populations beyond their county and that population counts can vary. US Census data was not used as the military population on North Carolina's bases across the state are not counted. Of the 9 states that NCCFW/YI reviewed, 6 (Oregon, Washington, Kansas, Minnesota, Wyoming and Vermont) used population in their formula. There is also precedence to using population within a variable; NCCFW/YI administers the Family Violence Prevention Services Act (FVPSA) grant for North Carolina, which uses a formula based on base + population + geographical miles.

## **Land**

Land, like population, is often a variable used in grant formulas. Land refers to the square miles within each county. In the domestic violence formula, the use of land would allow the formula to account for the service area of each agency. If a county is larger, then the agency within that county would receive more funding than an agency located in a smaller county. Land is often used as a variable in grant formulas because the data is readily available and stays fairly constant. Of the 9 states that NCCFW/YI reviewed, 5 (Washington, Kansas, Minnesota, Wyoming and Vermont) used land, or square miles, within their formulas.

## **Shelter**

Shelter was a variable considered by the taskforce for several reasons. Numerous agencies have expressed interest in receiving more funding if they operate a physical shelter building due to the high operating costs. NCCFW/YI does not require agencies to operate a physical shelter, but to coordinate shelter services, which means that not all agencies operate a physical shelter. This variable was strongly debated by the taskforce for several reasons, including that it is not a requirement for all agencies to operate a shelter.

## **Stand-Alone versus Dual Agency**

In addition to administering funding for domestic violence agencies, NCCFW/YI administers funding for sexual assault agencies. North Carolina General Statute 143B-394.21 divides 35% of the sexual assault funding equally among agencies that solely provide sexual assault or rape crisis services and 65% of the funding equally among agencies that provide both sexual assault or rape crisis services and domestic violence services. Since NCCFW/YI already administers funds based on whether the agency is dual (provides domestic violence and sexual assault services) or stand-alone (solely provides domestic violence or sexual assault services), this was a variable considered for the domestic violence grant formula.

## **Poverty**

Data suggests a strong correlation between economic stress and domestic violence. However, the relationship between the two is reciprocal meaning that economic stress may increase the risk of domestic violence, but domestic violence can also cause financial issues for survivors of domestic violence and can entrap them in poverty and an abusive relationship.<sup>28</sup> The taskforce considered poverty as a variable because research shows that there is a strong relationship between financial status and the risk for domestic violence victimization.<sup>29</sup> Of the states reviewed, zero included poverty in their domestic violence grant formulas.

## **Judicial Districts**

The taskforce explored the use of judicial districts as a variable in place of square miles for three main reasons. The first is that judges order abusers to Batterer Intervention Programs (BIP) based on these districts. The second is that many people are accustomed to receiving court services, which is one of the core values the taskforce voted on, and those court services are based on judicial districts. The final reason is that the majority of domestic violence agencies primarily serve the population within their judicial district. Below is a map of the NC District Court Districts effective January 1, 2015, to use as reference. Of the states reviewed, zero used judicial districts as a variable for their domestic violence funding formula.

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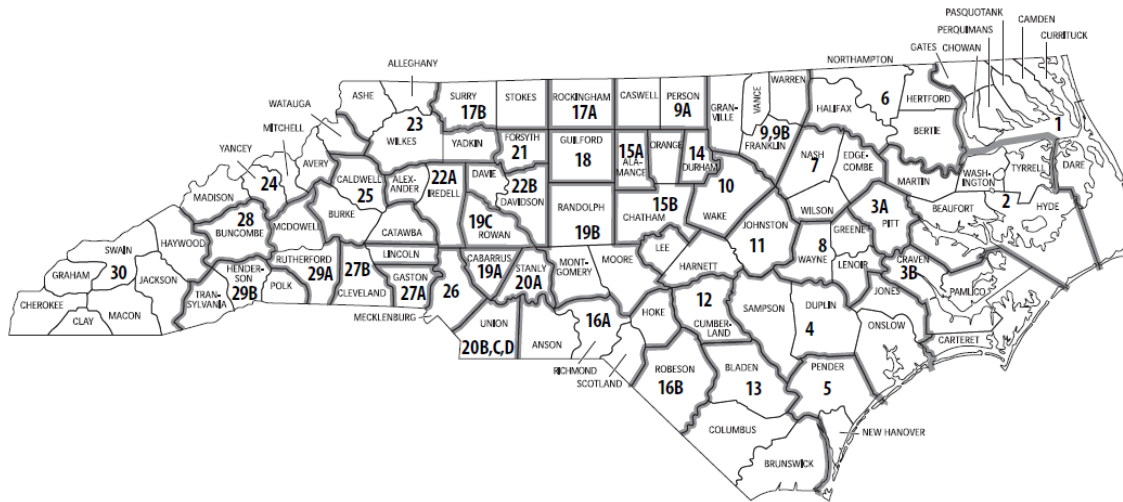
<sup>28</sup> Renzetti, C., & Larkin, V. (2009). Economic Stress and Domestic Violence. Retrieved from [http://www.vawnet.org/applied-research-papers/print-document.php?doc\\_id=2187](http://www.vawnet.org/applied-research-papers/print-document.php?doc_id=2187)

<sup>29</sup> Renzetti, C., & Larkin, V. (2009). Economic Stress and Domestic Violence. Retrieved from [http://www.vawnet.org/applied-research-papers/print-document.php?doc\\_id=2187](http://www.vawnet.org/applied-research-papers/print-document.php?doc_id=2187)

### Map 4: North Carolina District Courts<sup>30</sup>

## North Carolina District Court Districts

Effective January 1, 2015



Note: Districts 9 and 9B, and districts 20B, 20C, and 20D are districts for electoral purposes only. They are combined for administrative purposes.

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### Use of Oregon Model<sup>31</sup>

In 2006, Oregon conducted an Equity Allocation Study where it examined the best approach to a formula for domestic violence and sexual assault funding. It determined that the most equitable approach would be to provide a large enough base to reach the minimum needs of less populated counties, while balancing the minimal needs of Oregon's large population centers. Oregon moved towards a base + model in order to provide both consistent levels of funding, but also to provide more funding for high population areas. Oregon then estimated the level of funding needed to cover the basic needs in the state. It discovered that the total cost to fund the base + model that it recommended would be \$16,280,000 per year. This number far exceeded the amount of funding actually appropriated by the state budget, which for both domestic violence and sexual assault services was approximately \$6,000,000 or less than 40% of what was needed. In order to create a formula based on this, the Oregon Study approach decreased the percentage to 37% of the estimated amount needed for base. Oregon then divided service providers into

<sup>30</sup> The University of North Carolina at Chapel Hill, School of Government. (2014). North Carolina District Court Districts.

<sup>31</sup> The Planning Group. (2006). Equity Allocation Study. Developed for CPS Unit-Children, Adults and Families – Department of Human Services and Crime Victims Assistance Section of the Oregon Department of Justice. Retrieved from <https://www.oregon.gov/DHS/ABUSE/DOMESTIC/DVAG/DVFAC%20Resources%20Docs/Joint%20Funding%20-%20Equity%20Study%20FINAL%20Report.pdf>

“headquarter” counties and “satellite” counties. “Headquarter” counties received a set amount and “satellite” counties received funding based on population size. Remaining funding was distributed based on a per capita basis using total population. Oregon reduced the base to \$45,000 for counties with “headquarter” agencies following the base + model. The “headquarter” and “satellite” approach does not fit for any of the currently funded agencies in North Carolina. To consider this approach, a significant funding increase would be needed to meet the administrative challenges to implement.

### Domestic Violence Formula Choices

In order to make a decision on which domestic violence formulas to recommend, the taskforce narrowed down its options to 15. The options, included below, include varying base amounts, ranging from 50% to 75%. They also include a combination of the top variables the taskforce explored, including population, land, poverty, shelter, judicial district and dual (domestic violence (DV) and sexual assault (SA) agency) versus stand-alone (solely domestic violence agency).

- Option 1: Base 50% + Population 50%
- Option 2: Base 50% + Population 25% + Land 25%
- Option 3: Base 75% + Population 25%
- Option 4: Base 75% + Population 12.5% + Land 12.5%
- Option 5: Oregon Model “short-term”
- Option 6: Base 50% + Population 25% + Poverty 25%
- Option 7: Base 75% + Population 12.5% + Poverty 12.5%
- Option 8: Base 50% + Land 16.6% + Population 16.6% + Poverty 16.6%
- Option 9: Base 75% + Land 8.3% + Population 8.3% + Poverty 8.3%
- Option 10: Base 50% + Shelter<sup>32</sup> + Population 50%
- Option 11: Base 50% + Shelter<sup>31</sup> + Population 25%
- Option 12: Base 50% + Dual [DV/SA] 25% + Stand-alone [DV] 25%
- Option 13: Base 50% + Judicial District 25% + Population 25%
- Option 14: Base 75% + Judicial District 12.5% + Population 12.5%
- Option 15: Other<sup>33</sup>

### Limitations

NCCFW/YI and the taskforce faced many limitations as they moved through the process of choosing a domestic violence formula. Due to the lack of time, they were unable to do a needs assessment for domestic violence in North Carolina as well as a public comment period, where agencies and the people of North Carolina could provide input.

NCCFW/YI and the taskforce also faced issues with the data available. In some cases, the data used for the formula may be two or more years behind. Also, the legislation asked for the cost of

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<sup>32</sup> In order to calculate shelter for the formula, NCCFW/YI calculated the average cost of shelter reported by domestic violence agencies (\$177,376). They then took 10% (or \$17,737) of this number as the Domestic Violence Center Fund grant makes up between 5 and 18% of domestic violence agency funding. This amount, multiplied by 69 for the total number of domestic violence shelters, was then subtracted from the allocated base with the remainder of the base being dispersed evenly.

<sup>33</sup> Other included an opportunity for taskforce member to offer other ideas and suggestions.

services to be considered and there was not enough time to collect the information and then analyze it to determine the cost of services. Poverty was a difficult variable to use because while data is available, it is not updated regularly. It was also a tough variable to use in a formula as it can be used as a percentage, but also as population for the number of people living in poverty. In addition, shelter was considered a difficult variable to use in the formula because while data was collected on the cost of operating a shelter, there were limitations to the data as the numbers were estimates. In determining how shelter would work in a formula, NCCFW/YI took an average of the cost of shelter from the survey data.

Other limitations include the administrative capacity of NCCFW/YI. Currently, the grant application process is paper driven, which can be time consuming. NCCFW/YI reviews applications, processes contracts, awards grants, monitors programs and provides technical assistance. If a new formula is chosen, all forms, contracts and the entire grant process would need to be updated accordingly.

## RECOMMENDATIONS

NCCFW/YI created a survey for the taskforce to vote on their top three formula choices. The following formula recommendations were chosen: Base 75% + Population 12.5% + Land 12.5%; Oregon short-term model and Base 50% + Population 25% + Land 25%. The amount of funding each county would receive was not included for each formula option below as many assumptions, such as what to do with the statewide North Carolina Coalition Against Domestic Violence, were made throughout the process. In order to determine the exact amounts that each agency would receive from the grant, a formula would need to be chosen and those unique circumstances addressed.

### I. Base 75% + Population 12.5% + Land 12.5%

The top formula the taskforce recommends is Base 75% + Population 12.5% + Land 12.5%. The use of population and land in a formula attempts to balance the needs of larger population centers, with the needs of rural communities. Application of those principles for North Carolina are represented below. Figure 15 shows the approximate level of funding that a small, medium and large size county would receive based on the use of the formula: Base 75% + Population 12.5% + Land 12.5%.

**Figure 15: Chart showing Base 75% + Population 12.5% + Land 12.5%**

County	Base 75% + Population 12.5% + Land 12.5%
Large County	\$101,000
Medium County	\$43,500
Small County	\$37,300

The top formula recommendation, Base 75% + Population 12.5% + Land 12.5%, considers the increase in demand for big population centers, such as Mecklenburg and Wake Counties, but also

takes into account the sustainability of the smaller population centers, such as Tyrrell and Hyde Counties. Using this model for the domestic violence formula, funding would likely range from approximately \$37,000 to \$101,000, with the majority of agencies, based on current grantee numbers, likely receiving funding between approximately \$40,000 and \$49,000.

## II. Oregon Short-Term Model<sup>34</sup>

The second formula the taskforce recommends is to create a formula using Oregon’s short-term model. The figure below shows the approximate amount of funding that a small, medium and large county, based on population, would receive using the Oregon model. In order to estimate funding based on the Oregon short-term model, many assumptions and educated guesses were made. If selected, the “headquarter” and “satellite” approach would need to be further examined as it does not fit for any of the currently funded agencies in North Carolina.

**Figure 16: Chart showing formula based on Oregon’s short-term model**

County	Oregon’s short-term model
Large County	\$78,700
Medium County	\$47,000
Small County	\$27,000

## III. Base 50% + Population 25% + Land 25%

The third formula the taskforce recommends is Base 50% + Population 25% + Land 25%. The figure below shows the approximate amount of funding a small, medium and large county would receive based on the use of this formula recommendation.

**Figure 17: Chart showing Base 50% + Population 25% + Land 25%**

County	Base 50% + Population 25% + Land 25%
Large County	\$156,100
Medium County	\$41,100
Small County	\$28,700

Using the formula Base 50% + Population 25% + Land 25%, funding would likely range from approximately \$28,000 to \$156,000. The majority of the agencies, based on current grantee numbers, would likely receive funding between approximately \$35,000 and \$50,000.

## IV. Other Formula Recommendations

The taskforce also recommends considering a floor, or minimum amount, for the grant. This approach is to prevent a huge change in funding for the domestic violence agencies, which could

<sup>34</sup> The Planning Group. (2006). Equity Allocation Study. Developed for CPS Unit-Children, Adults and Families – Department of Human Services and Crime Victims Assistance Section of the Oregon Department of Justice.



be detrimental to victims of domestic violence. The minimum amount that taskforce members recommended was \$41,000.<sup>35</sup> This would mean that all agencies would receive at least \$41,000 and then the remainder of the funding would be distributed according to whichever formula is chosen.

The taskforce also recommends including a ceiling, or maximum amount, for the grant. This is to prevent any agency from receiving an extremely large amount of funding based on the formula. The maximum amount that the taskforce recommended agencies receive is \$97,000.<sup>36</sup> This would mean that no agency would be able to receive more than \$97,000 based on the formula. If there is any remaining funding from the creation of a ceiling, the taskforce recommends the funding be distributed through the creation of mini-grants. All agencies would be eligible to apply for the mini-grants and by doing this, it would allow NCCFW/YI to emphasize innovation or additional funding for various needs, such as emergency needs or add-on services. Using this approach recognizes the higher demands of large urban-based domestic violence centers.

Finally, if the General Assembly decides to allocate funds across the state based on a formula instead of equally distributing the funds across North Carolina, the taskforce recommends a 2-year transition period for implementation of the new domestic violence grant formula. This would allow the agencies time to plan for decreased funds from the state of North Carolina and to further diversify their funding. It would also allow NCCFW/YI to prepare for the change in the grant process. The traditional deadline for Domestic Violence Center Fund grant applications is April 15, which means that new contracts would need to be in place well before that date. The taskforce also recommends doing an impact study on the effect of the formula every two years. This approach will determine how large or small an effect the formula is having on client services to domestic violence victims and to possibly adjust the formula based on the results.

NCCFW/YI recommends additional time to do an in-depth needs assessment for domestic violence services in North Carolina. A needs assessment is a systematic process used to determine the gaps in current conditions and desired conditions and then determining ways to address those gaps. The goal of a needs assessment is to measure the discrepancy between the current situation or condition and the desired situation or condition. While NCCFW/YI surveyed agencies for additional information, many agencies estimated or did not know the exact cost of services. A needs assessment would allow a more informed formula to be chosen based on evidence collected on the current status of domestic violence services in the state. NCCFW/YI also did not have time to solicit public comment for the top formula choices. They recommend time for public comment as a new formula could greatly affect sustainability of North Carolina domestic violence agencies and thousands of North Carolina families.

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<sup>35</sup> In order to determine a floor amount, the taskforce was asked to vote on the minimum amount of funding they thought all agencies should receive from the grant. An average of all responses was taken in order to come up with \$41,000.

<sup>36</sup> In order to determine a ceiling amount, the taskforce was asked to vote on the maximum amount of funding they thought all agencies should receive from the grant. An average of all responses was taken in order to come up with \$97,000.

Once the formula has been chosen, a couple of items would need to be further addressed. This includes what to do with agencies that have multiple grants from the Domestic Violence Center Fund from NCCFW/YI. Currently, NCCFW/YI has three agencies that receive multiple grants from the Domestic Violence Center Fund. All agencies currently receive equal funding. With a new formula, it will have to be decided how agencies that have multiple grants receive funding. Another item that will need to be considered is how to address the NC Coalition Against Domestic Violence (NCCADV) funding with a new formula. Currently, as a statewide agency, NCCADV receives an equal portion of the domestic violence grant. The taskforce did not include a recommendation on how funding would be dispersed because it would depend on the final formula chosen. Also, guidelines would need to be created to advise on any new agencies that apply for and are eligible for funding.

## **V. Final Recommendation**

The final recommendation from the taskforce for developing a new formula for awarding grants from the Domestic Violence Center Fund is to use the formula Base 75% + Population 12.5% + Land 12.5%.

## Appendix A: Domestic Violence Agencies in North Carolina by County

<b>County</b>	<b>Domestic Violence Agency</b>
Alamance	Family Abuse Services of Alamance County
Alexander	Shelter Home of Caldwell County, Inc.
Alleghany	Alleghany Partnership for Children a/k/a D.A.N.A. (Domestic Abuse Is Not Acceptable)
Anson	Anson Domestic Violence Coalition, Inc.
Ashe	Ashe Partnership for Children
Avery	Opposing Abuse with Service, Information & Shelter, Inc.
Beaufort	Ruth's House
Bertie	Roanoke Chowan Services for Abused Families with Emergencies
Bladen	Families First, Inc.
Brunswick	Hope Harbor Home, Inc.
Buncombe	Helpmate, Inc.
Burke	Options, Inc.
Cabarrus	Cabarrus Victims Assistance Network (CVAN)
Caldwell	Shelter Home of Caldwell County, Inc.
Camden	Albemarle Hopeline, Inc.
Carteret	Carteret County Domestic Violence Program, Inc.
Caswell	Family Services of Caswell County, "Esther House"
Catawba	Family Guidance Center, Inc.
Chatham	Family Violence & Rape Crisis Services
Cherokee	REACH of Cherokee County, Inc.
Chowan	Albemarle Hopeline, Inc.
Clay	Reach of Clay County
Cleveland	Cleveland County Abuse Prevention Council
Columbus	Families First, Inc.
Craven	Coastal Women's Shelter, Inc.
Cumberland	CARE Center Family Violence Program
Currituck	Albemarle Hopeline, Inc.
Dare	Outer Banks Hotline
Davidson	Family Services of Davidson County, Inc.
Davie	Davie Domestic Violence Service and Rape Crisis Center
Duplin	Sarah's Refuge, Inc.
Durham	Durham Crisis Response Center
Edgecombe	My Sister's House, Inc.
Forsyth	Family Services, Inc.
Forsyth	Next Step Ministries, Inc. "A Safe Place to Stay"
Franklin	Safe Space, Inc.
Gaston	The Shelter of Gaston County, A Battered Women's Residence & Resource Center
Gates	Albemarle Hopeline, Inc.
Gates	Roanoke Chowan Services for Abused Families with Emergencies

Graham	Hope for Families Graham Domestic Violence and Sexual Assault Center, Inc.
Granville	Families Living Violence Free
Greene	S.A.F.E. in Lenoir County
Guilford	Family Service of the Piedmont, Greensboro
Guilford	Family Service of the Piedmont, High Point
Halifax	Hannah's Place, Inc.
Harnett	S.A.F.E. of Harnett County, Inc.
Haywood	REACH of Haywood County, Inc.
Henderson	Safelight, Inc.
Hertford	Roanoke Chowan Services for Abused Families with Emergencies
Hoke	Hoke County Domestic Violence and Sexual Assault Center
Hyde	Hyde County Hotline
Iredell	Diakonos, Inc.
Jackson	Resources, Education, Assistance, Counseling, and Housing of Macon County, Inc. providing services for Jackson County aka REACH of Macon for Jackson County
Johnston	Harbor, Inc.
Jones	Coastal Women's Shelter, Inc.
Lee	HAVEN in Lee County, Inc.
Lenoir	S.A.F.E. in Lenoir County
Lincoln	Lincoln County Coalition Against Domestic Violence
Macon	Resources, Education, Assistance, Counseling, and Housing of Macon County, Inc., aka REACH of Macon County
Madison	My Sister's Place of Madison, Inc.
Martin	Center for Family Violence Prevention
McDowell	New Hope of McDowell
Mecklenburg	Safe Alliance
Mecklenburg	Safe Alliance - Clyde and Ethel Dickson Domestic Violence Shelter
Mitchell	Mitchell County SafePlace, Inc.
Montgomery	Family Crisis Center of Montgomery County
Moore	Friend to Friend
Nash	My Sister's House
New Hanover	Domestic Violence Shelter & Services, Inc.
Northampton	Roanoke Chowan Services for Abused Families with Emergencies
Onslow	Onslow Women's Center, Inc.
Orange	Compass Center for Women and Families
Pamlico	Coastal Women's Shelter, Inc.
Pasquotank	Albemarle Hopeline, Inc.
Pender	Safe Haven of Pender, Inc.
Perquimans	Albemarle Hopeline, Inc.
Person	Safe Haven of Person County, Inc.
Pitt	Center for Family Violence Program
Polk	Steps to HOPE, Inc.

Randolph	Randolph County Family Crisis Center, Inc.
Randolph	Family Crisis Center Archdale/Trinity
Richmond	New Horizons: Life & Family Services
Robeson	Robeson County Committee on Domestic Violence, INC/Southeastern Family Violence Center
Rockingham	Help Incorporated: Center Against Violence
Rowan	Family Crisis Council
Rutherford	Family Resources of Rutherford County, Inc.
Sampson	U Care, Inc.
Scotland	Domestic Violence & Rape Crisis Center of Scotland County
Stanly	Esther House of Stanly County
Stokes	YVEDDI/Stokes Family Violence Services
Surry	YVEDDI/Surry County Family Domestic Violence
Swain	Swain/Qualla SAFE, Inc.
Transylvania	SAFE, Inc. of Transylvania County
Tyrrell	Inner Banks Hotline
Union	Turning Point, Inc.
Vance	Infinite Possibilities, Inc.
Wake	The Family Violence Prevention Center, d/b/a InterAct
Warren	Infinite Possibilities
Washington	Center for Family Violence Prevention
Watauga	Opposing Abuse with Service, Information and Shelter (OASIS, Inc.)
Wayne	Wayne County Uplift Resource DV Program
Wilkes	SAFE, Inc. (Sheltered Aid to Families in Emergencies, Inc.)
Wilson	Wesley Shelter, Inc.
Yadkin	YVEDDI/Yadkin County Family Domestic Violence Program
Yancey	Family Violence Coalition of Yancey County, Inc.
State	NC Coalition Against Domestic Violence

## Appendix B: Domestic Violence Formula Taskforce Members

The members of the Domestic Violence Formula taskforce are as follows:

Charles Campbell – Chair of the Domestic Violence Commission

Michael Silver – NC Industrial Commission, Domestic Violence Commission Member, Chair of the Domestic Violence Formula Taskforce

Dr. Shanita S. Brown – Asst. Professor, Board Member at SafeSpace

Cathy Cloninger – Domestic Violence Commission Member

Dr. Brenda Crowder-Gaines – CEO Good Morning Associates, NC Council for Women Advisory Board Member

Karen Fairley – School Safety Specialist at the NC Center for Safer Schools in the NC Department of Public Safety

Michael Gagner – Assistant Director at the Governor’s Crime Commission, Domestic Violence Commission Member

Elyse Hamilton-Childres – Southern Piedmont Region Director at the NC Council for Women and Youth Involvement

Angela Harris -- Domestic Violence Commission Member

Jacqueline Jordan – State Grant Administrator at the NC Council for Women and Youth Involvement

Dana Mangum – Executive Director at the NC Coalition Against Domestic Violence, Domestic Violence Commission Member

Dare Spicer – Executive Director at Randolph County Family Crisis Center, Domestic Violence Commission Member

Mary Catherine Stevens – Business Owner, Domestic Violence Commission Member

Debbie West – Chair of the NC Council for Women and Youth Involvement Advisory Board, Domestic Violence Commission Member

Mary Williams-Stover – Deputy Director at the NC Council for Women and Youth Involvement

Brianna Van Stekelenburg (non-voting) – Research Analyst at the NC Council for Women and Youth Involvement, Coordinator of the Domestic Violence Formula Taskforce

## Appendix C: Domestic Violence Formula Report Schedule

- August 8: Taskforce Meeting via conference call
- August 12: Survey sent out to Domestic Violence Agencies
- August 24: Survey from Domestic Violence Agencies due back
- August 26: Meeting in Person from 12:00-2:00pm
- September 12: Taskforce Meeting via conference call
- September 26: Taskforce Meeting via conference call
- October 3: Taskforce Meeting Conference Call via Adobe Connect
- October 4: Taskforce Survey with top 3 choices due back to NCCFW
- October 5: Results of survey emailed to taskforce
- October 19: Report sent to Taskforce
- October 21: Taskforce Meeting on feedback for the report
- October 24: Report sent to the Governor's Office, Deputy Secretary Judykay Jefferson and Secretary Kathryn Johnston
- October 25: Report sent to the Domestic Violence Commission
- October 28: Domestic Violence Commission vote on the report
- November 1: Report due to Joint Legislative Oversight Committee

## Appendix D: Agency Survey

The NC General Assembly recently passed legislation to create a new Domestic Violence Formula for awarding grants from the Domestic Violence Center Fund. The NC Council for Women is working with the NC Office of State Budget and Management (OSBM) to explore different types of formulas. We are trying to collect information to help us in this process. Your answers do not have to be exact, but please try to be as accurate as possible. If there is a question you are unsure about you can leave it blank. Please do not overthink your responses, we are trying to get an idea of services in the state as a whole. It is most important that you return the survey by or before the deadline on Wednesday August 24, 2016.

To answer any questions you may have for the survey, we will be holding 2 conference calls. They will both be at 10:00 AM on Wednesday August 17 and Thursday August 18. The number for both conference calls is: 919-420-7945.

1. Please provide the name of your agency.
2. Please list the county(ies) served by your agency.
3. Please briefly describe each of the service categories provided by your agency. Note that these are all mandated services for DV grantees. If you are unsure of how to respond, please refer back to the DV statistical report definitions found on the NCCFW/YI website.

Example of a response: Shelter Services – operating a 24/7 shelter OR provide referrals and transportation to another agency with a shelter.

- Hotline
  - Shelter Services
  - Information
  - Advocacy
  - Referral
  - Transportation
  - Counseling
  - Hospital
  - Court
  - Job Counseling
  - Job Training
  - Financial Services
  - Health Services
  - Educational Services
  - Other
  - Other
  - Other
4. Please provide the total amount of expenses and revenues required to operate your DV Program specifically, not the agency as a whole, in 2015 (based on your financial year).
    - Expenses
    - Revenues



5. In 2015, what % of your DV program budget was used for administrative costs?  
(Administrative costs include Federal Insurance Contributions Act (FICA), fringe benefits, Travel/Trainings, Operating Expenses, Equipment, etc.)
6. How do you track DV service expenses?

How do you track DV service expenses?	Are category expenses tracked? (Yes/No)	If yes, please list 2015 expenses.	How do you track expenses? (e.g. separate accounting codes or estimation)
Hotline			
Shelter			
Information			
Advocacy			
Referral			
Transportation			
Counseling			
Hospital			
Court			
Job Training			
Job Counseling			
Financial Services			
Health Services			
Educational Services			
Other			
Other			
Other			

7. The North Carolina Sessions Law 2016-94 specifically asks for costs of the following services. Please indicate whether your agency provides each service, whether you track costs for each service, if so, how much were costs for 2015, and if not, how you would track the service, if necessary:

Services	Provided? (Yes/No)	Expenses Tracked? (Yes/No)	If yes, please list 2015 expenses.	If necessary, how would it be tracked?
Around-the-clock shelter services				
Job search assistance				
Legal assistance				
Clothing costs				
Child care costs				

- 8.** What % of residential & non-residential clients did you serve in 2015 that were not residents of your county?
- 9.** Do you participate in cost sharing with other agencies for services either in your county or outside your county, such as child advocacy, mental health, etc.? If so, what are they?
- 10.** Are there unmet needs for DV client/program services in your county? If so, please explain.
- 11.** What services would you use marriage license fee/divorce filing fee funds for if there was more flexibility?
- 12.** Please rank the below values in order of importance to your agency.
  - Equitable distribution of funding across the state for core DV services
  - Funding based on population
  - Funding based number of clients served
  - Funding based on innovation and outcomes
- 13.** Additional Comments?

## Appendix E: Additional Agency Comments on Survey

Additional Comments
We are fortunate to have in our community programming that is available to our clients at little or no cost for job training and education, and job counseling, as well as health and nutrition.
If there is going to be a funding by population model, there should be some consideration for communities with fluid populations such as ours. Over 50% of our clients served not only are not from this area but are from different states.
Although we are not a large agency, our agency will not be able to support victim because one victim may require twenty services that will not be available with limited funding
Financial data based on unaudited June 30, 2016 fiscal year. Administrative costs described are not the same as those described on CFW website. Acceptance of negotiated Administrative cost rates as described in Super Circular 200.414 would be welcome. We should be able to make a complete copy of any information we supply and this format does not allow that. Question 8 should be not tracked.
DV agencies across the state struggle to meet the needs of the clients that they serve. Victims leaving abuse situations are experiencing severe symptoms of trauma and need time to heal and move forward with their lives. Due to the lack of available funding, agencies are forced to place restrictive time frames for shelter services in order to attempt to provide safety for the most victims possible. There is a lack of affordable housing and almost no transitional housing options available for victims who need time to rebuild their lives for themselves and their children. Additional state funding would greatly assist programs that are in dire need of additional funding. At this time, programs are forced to take time away from clients who desperately need services in order to raise funds or research and apply for multiple funding options in order to attempt to meet the ever increasing need.
Survey was extremely difficult to determine exact costs mainly because all staff are providing services to all victims. Each staff member has dual roles including myself Executive Director/Court Advocate, due to lack of funds needed to hire adequate staff.
All figures are estimates based off of statistics and budget. We are categorized as a Moore County agency but due to the closing of other agencies in surrounding counties we have become a more regional service provider with 25% of our clients coming from counties other than Moore. Due to the increase in administrative grant reporting mandates, please consider funding a higher percentage for administrative costs for the agency.
Small rural counties have less resources to choose from than the larger populations. Most larger counties have more Corporations, Churches, Civic groups, etc. as well as citizens to support whatever sustainability resource that the agencies offer. Also the average salary is higher allowing more ability for donations.
A cut in funding would be detrimental, and possibly dangerous, to victims in our six rural, economically depressed Tier 1 counties. We have no industries or metropolitan areas, limited jobs and transportation services, and a very small donor and tax base. Many in our area work in Virginia, further limiting local financial resources.

Since Alleghany is one of the smallest counties in the state, with a lower population, we cannot compete with larger county populations. However, Alleghany also does not have the many different opportunities of local funders (banks, corporations, and other large organizations such as Walmart and United Way), that many larger counties depend on as a funding source. Equitable distribution is our only hope of keeping needed funds to operate in a rural, farming community.

We feel that equitable distribution across the state is the way to go because generally, larger cities have more funding resources. However, we do feel that agencies with shelters should receive additional funding due to the excessive cost of operating a shelter. Our shelter in particular exhausts nearly half of our DV funding, yet agencies with no shelter receive the same monies that we do.

Rural areas are hurting the most bigger cities can raise funds more through fundraising its so hard in the rural areas. We have a first responding team and not a shelter but we serve at least 95% of all DV clients responding with law enforcement to be there right after the violence so it always scares me because we do not have a shelter our funds will be cut. When the DV clients we serve is so important to them to have someone there right after the violence occurs.

As a smaller agency, we are challenged more every day to find ways to properly serve our clients. Sometimes with the grants the statistical reporting becomes so involved that I am challenged to find the time for my staff to report the statistics while struggling to actually serve our clients. Also, with the changes in labor laws this year, more of my revenues are going to provide adequate staffing as opposed to providing services to clients.

Please know that it is very difficult quantify all that our Agency does with numbers and brief descriptions. The time, energy, and heart-felt labor that goes into DV work goes beyond statistics and percentages. The amount of human effort on the part of the advocates would be impossible to measure, yet that is what creates and maintains the DV Agencies in our great state of North Carolina. Thank you

The current funding matrix is the most reasonable and fair. The formula ensures that NC domestic violence victims have access to identical services, no matter where they live. We have wonderful services providers, both large agencies and small. My concern is that if population or other factors are used to determine funding amounts, a natural progression would be agencies prioritizing their own county residents, above out-of-county victims. Victims in crisis are not concerned about contacting "their" agency, they just want help. If agencies no longer refer victims in crisis to other agencies, this will seriously jeopardize victim safety.

Please do not reduce funding to agencies! We are afraid of what formula grants could do to hurt the DV agencies providing the important services to support victims. Especially smaller counties or rural counties who have so many challenges.

We would suggest that all programs receive a base amount plus an additional amount based upon the number of clients served in the previous year. This would provide stability but also an incentive to serve more people. Additionally, this method would also not result in a significant administrative burden for the state or the individual programs.

We would suggest consideration of offering a base amount to each program plus an additional amount based on number of clients served previous year.

Thank you for the opportunity to be heard in this process.

As resources are limited, we would need to understand how someone would have us track our services by cost. With limited staff, breaking the cost down is difficult.
Not sure what is meant by "legal services." We provide referrals to attorneys and sit in on interviews, etc. but do not provide actual legal services.
Funding based on types of services provided should have been included on the funding importance ranking value. Meaning agencies who provide shelter verses agencies who do not provide those services.
We are in the far western region of North Carolina. There are no foundations in our area to assist with operating expenses. There are no funds to assist with repairs needed in shelter such as heat/air; Not enough funds to supplement the costs of providing around the clock services.
Thank you for the opportunity to participate in this survey.
Umbrella agencies should not be penalized because they have access to diverse funding and other resources. Umbrella agencies bring valuable resources to the table so that NCCFW funds can be used primarily for the core DV services for which they are intended. It is important to have a certain level of consistent funding to rely upon, in order to ensure that core DV services remain in place. Many agencies rely on NCCFW funding as this stable source of funding which provides an anchor to their overall program funding plan. Recognize an Agency's ability to leverage NCCFW funding to bring other funding sources to the table in order to expand and enhance the services provided. Strategically it is important to diversify funding sources in order to ensure sustainability. Do not potentially penalize agencies who are able to diversify their funding, as these are the agencies that have a better chance of long term sustainability and the capability of providing a higher level of service to victims.
I think we have a very good bookkeeping system in place. While looking at how to breakdown costs please keep in mind the manpower it will take to further breakdown costs and can our small nonprofits really afford to pay the skilled labor to perform such duties. Bookkeepers and grant managers are very expensive and to secure a skilled one able to keep up with all this detail will take away from the much needed funds we need to pay advocates to perform direct services for our clients. Yes, we all must be accountable and transparent, but at the same time how much do our clients and their children need to sacrifice for this procedure. I hope that if a system for finances is being explored that it will be significantly better than previous attempts at data collection programming.
Amounts tracked to do not include staff time to provide services -Many times staff time for services overlap due to small staff/capacity -Client interactions are not tracked by each service but by the entire interaction itself, therefore breaking it down their time/cost by service could be cumbersome and take away from serving clients in their communities
#7: We would not be able to track each direct service because they are provided in a fluid process. For example, in the course of a meeting with a shelter resident, we could cover a variety of services such as shelter, legal assistance, referrals, information, problem solving around child care or job search. In short, there is not a practical way to break out the time spent on each service. #12: Only Equitable distribution is the value important to our agency. The other 3 items imply a different formula distribution and if that happens, we would rank the other 3 equally.

Our program relies on the funding we receive and if it is decreased, there is no doubt we would be negatively affected. We could potentially have to reduce the number of services we provide, lose staff members, or we may not be able to continue full operation. Our community needs domestic violence services and our community partners rely on our agency to assist in meeting the needs of survivors and their families. We would like to see domestic violence funding continue being equally distributed, because even though some counties may have higher population, our services are as equally important and necessary to our population.

As our services are provided by employees, the largest expense for many of our costs is the cost of the employee, which is very hard to divide between the various services we provide because often a particular staff meeting in a particular meeting with a client may provide multiple services during that meeting. It would be difficult for us to determine the cost of any particular service offering to clients, although we could create an estimation of cost for each service offering if required. Additionally, as roughly 20% of our services are offered to out-of-county residents, we believe that providing a stable funding source for each agency through equitable distribution enables us to focus on providing the best services to each of our clients, rather than being concerned with the residency of any particular client or the ability of the client's home agency to be able to assist with the cost of serving that client. While also enabling each county & agency - regardless of size - to have a suitable source of funding to provide for basic services that each agency must provide for its clients.

I believe that a formula change would negatively impact the ability of all programs in the state to deliver services. Domestic Violence Funding received through the Council for Women is the only stable, non-competitive source of funding for our agency and others across the state. It is very much appreciated and vital to providing critical, sometimes life-saving services for those impacted by domestic violence. All victims from every part of North Carolina must have and deserve services to address their critical need for safety and well-being. I am uncomfortable with someone making judgments on who is most worthy, based on arbitrary formulas. Each life is valuable. With the proposed changes, I don't believe anyone really benefits. Funding cuts in one county increase referrals to the next county.) Victims from each corner of the state deserve access to safety and quality services. This is just what the Council for Women makes possible with its current funding guidelines. We appreciate their support of our collective work to assist victims of domestic violence and want to continue to partner with them in the way that has been successful for a very long time. (I think that it would be close to impossible to accurately track all of the items listed in # 6&7.) Thank you for considering our input.

All items listed are estimations. Budgets also vary yearly, in accordance with specific needs. Our agency provides all services and are 24/7. Working with just one client could take hours, many resources of the agency, several or all of the services listed, and referrals to the community as well. Our services are important to our community. Being in a rural county, we face challenges to meet the needs of clients with the funding we receive. Providing equitable distribution of funds ensures victims of domestic violence across the state have resources and assistance.

Actually I think that there should be a base allocation and then an additional allocation for every xxx number of population served - even though this would probably decrease the amount that our county receives. There is not equity between counties in the type of services provided, but I cannot see any way to measure those services except with more frequent site visits which I am not sure how our region director would find the time to do. I think that if funding is based on the number clients served you will just end up with more of an emphasis on numbers rather than quality of services. We get frequent referrals from out of county because the home county only accepts victims of intimate partner violence - which is not compliance with state statute or grant agreements. We expect to receive and provide out of county referrals when safety is an issue, or there is a conflict of interest (we are already providing counseling services for a family member), or the victim is not comfortable with receiving service in a small community where he/she may know staff. But, when we end up providing services because the home county does not recognize the situation as DV, or does not provide a full range of services we are using our county's funding for services that another county should be providing. We provide shelter for victims of domestic violence, sexual assault - including victims of human trafficking, and homeless women and children. While we would be willing to try to track expenses for each type of shelter many women have multiple issues - so a victim of sex trafficking who is being trafficked by her domestic violence abuser, or victim of domestic violence who was also sexually assaulted, or a homeless woman who has never fully recovered from leaving her abuser. I do think that all counties should track the services that they provide for out of county residents - the home county of the victim, and the reason for the referral - safety, conflict of interest, home county does not provide the service. This is probably not the place for this message, but since we also provide services for homeless women and children we are aware of the number (more than 90%) of women who present for shelter as homeless who have experienced DV or SA very recently. Outreach to homeless shelters should possibly be part of best practices.

These funds are critical to the operation of programs in small rural communities who don't have the resources that large metropolitan areas have. Many of the smaller counties have lost manufacturing companies and have no large corporations to depend on to help support their programs.

When domestic violence advocates first banded together to request appropriation for state funding, it was held as a common value that counties needed funding parity/equitable distribution. Having funding that covers administration costs and does so equally among counties helps to ensure strong and consistent leadership in programs, especially those serving rural communities. Population-based or formula-based funding benefits large cities to the detriment of the majority of NC citizens who live in rural areas. Even though our program would likely receive a funding increase if a funding formula is implemented, this short term gain is not worth the loss of our sister programs in rural areas, many of which could be forced into closure if state funding became unstable or reduced. This de-facto regionalization of domestic violence programs that would likely occur as a result of funding becoming more centralized in urban areas would have severe detrimental impacts on the lives of survivors in these areas. Many people who live in rural areas have familial ties to their homeland that span multiple generations, as well as current support networks that are vital to their healing and recovery. If forced with the decision of seeking services from a provider located in a nearby urban area or enduring abuse within their home community, many survivors opt to endure the abuse rather than leave their beloved county. As such, our rural communities face potentially millions of dollars in healthcare expenses, law enforcement/prosecution costs and lost wages due to the violence that will continue to be perpetrated against those survivors who are trapped in abusive homes due to the state's proposed decision to under-fund services in their community. These costs are substantial, but pale in comparison to the loss of life that will ensue when domestic violence victims are not able to access free, confidential, LOCAL services. The service network in North Carolina has taken decades to build. On behalf of survivors, I plead with our state leadership to help us maintain these vital services by ensuring funding parity among programs in our state-funded centers.

We encourage that the rationale behind developing a formula for distribution of DV funding be based on relativity and not numbers served. Our small impoverished rural communities do not have the individual, corporate or even the town and county support that urban counties receive. Our residents will not seek out shelter services in urban areas. Indeed, we now serve overflow clients from our urban areas as they have waiting lists for their emergency shelters. Please consider site visits and meetings with the key personnel at our smaller rural service providers.

We are a geographically isolated, low population county. Domestic Violence is a serious problem in our communities. We are at a disadvantage compared to larger counties with an urban population since we have fewer local resources, fewer companies, and individuals to solicit donations from. In a small community, limited resources must be shared with many nonprofit organizations. Our DV funding is vital to our ability to provide services and possibly our continued existence.

Many years ago, Governor's Crime Commission partnered with UNC SOG (Margaret Henderson, et. al.) in developing a funding formula for basic services grants awarded by GCC. Perhaps you could take a look at that one? Why re-invent the wheel and duplicate dollars spent on research?

The number of clients served can vary at any given time; however, the same amount of staff is needed to provide 24/7/365 coverage at the shelter. To ensure that all programs have the resources to comply with the NCCFW guidelines and are able to operate an efficient and effective program, all agencies should receive equal allocations for core DV services.

We strongly feel that there should be equitable distribution of funding across the state. A change in funding could squeeze out smaller programs and are in direct opposition of what the purpose and spirit of this funding is meant for. This funding should allow victims in any community to access resources and help, meeting clients where they are. Historically, these funds were used as a foundation to ensure that agencies could provide basic services and grow innovative service and programs from there. Collectively, our goal should be serving victims. A change in funding as proposed would pit agencies against agencies and will in the long run hurt victims.

If I understand the policy before the general assembly as it relates to changing the formula, why is it that funding to the NC Coalition Against Domestic Violence will not be affected? Will they be providing direct service to victims? Significant consideration should be given to rural communities when changing funding streams.

We received this survey 8/25 and were not able to provide 100% of information requested at this time. If there is the opportunity to provide more information at a later date, please let us know. For question #12, how do you define "clients" and "served"?



## Appendix F: Agency Formula Impact Statements<sup>37</sup>

Prior to HB 1030 being passed, the NCCFW/YI asked for feedback from domestic violence agencies on the impact a formula would have on their agencies. NCCFW/YI received 22 responses included below.

### **1. Burke County – Options, Inc.**

Options' concern is the new guidelines will result in a reduction in funding for many agencies serving rural communities. Rural communities will serve less clients than larger areas which will result in a funding reduction based on these proposed guidelines. Though funds will be reduced we will still be required to provide the same type of services as the agencies receiving more funds. The reduction in funding will require us to reduce staff and yet be available 24 hours a day. Many small non-profits are already facing financial challenges with the new overtime laws regarding pay and on-call that will be effective October 1. This additional proposal of a new funding formula could be detrimental to a small non-profit that runs on a shoestring budget. The lack of continued funding would result in reduction of services and thus put the agency at risk of not meeting the mandated services. If you choose this model and fund based on service area and client numbers, you must also include the availability of external funds. Rural areas have less resources for funding and this would need to be a factor in determining funding amounts. This will be a tedious and expensive task for the state to determine each county's grant resources. However, it would need to be done to ensure the funds are available to truly meet the needs of the victims in North Carolina regardless of their geographical location. An even distribution of funds would ensure each county can maintain their agency whereas this new formula could result in the closing of many agencies in rural areas leaving victims without services. It is already difficult and dangerous for a DV victim to leave an abusive relationship and this formula will create a new geographical challenge for them to seek shelter and support if agencies must close. This is a major safety and health issue for NC since 80 of our 100 counties are rural and a 2010 census ranked NC with the second-largest rural population in the nation ([census.gov/newsroom/releases/archives/2010\\_census/cb12-50.html](http://census.gov/newsroom/releases/archives/2010_census/cb12-50.html)). This new formula will not create fair services for families in rural areas.

### **2. Craven, Pamlico and Jones Counties -- Coastal Women's Shelter**

To Whom It May Concern:

Please find the following feedback from Coastal Women's Shelter regarding HB 1030:

As Executive Director for non-profit organization serving victims and families affected by domestic violence, it is my opinion that the changes in appropriation distribution proposed in HB 1030 would negatively impact our organization's provision of services. While all nonprofit organizations must work diligently to address barriers of access for clients served as well as potential clients, this challenge is precipitously greater for small non-profit organizations working in poor, rural, geographically isolated areas. Specifically, larger organizations providing domestic violence services in wealthier, more economically developed counties do not face the same challenges in reaching target populations as do smaller organizations. Counties with higher general populations will undoubtedly present numbers of clients served that are inherently higher than those presented by organizations serving smaller areas, even when the ratio of clients served compared to the general population may be higher. This presents a clear discrepancy that, per my interpretation, HB 1030 fails to address.

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<sup>37</sup> Statements are referring to the proposed changes to the domestic violence grant funding award process.

Also, larger organizations operating in wealthier areas of service also present clear advantages regarding access to potential external funding sources. Larger organizations are often able to dedicate staff whose sole or primary responsibility is to secure additional funding to sustain the organizations. Smaller organizations often cannot afford to hire a dedicated grant writer, and staff must assume this responsibility along with the regular duties included in a position's specific scope of work. Further, larger, wealthier counties present additional sources of funding through sponsorships and donations that are simply not present and available to smaller organizations working in smaller, more rural counties. Private donors are most often interested in benefiting their local communities, making these potential sources of funding inaccessible for organizations operating outside this specific area.

For the aforementioned reasons, I am confident that the passage of HB 1030 would adversely affect Coastal Women's Shelter capacity to continue to the provision of domestic violence services in Craven, Pamlico and Jones counties.

If there is any additional information and/or feedback regarding the above, please feel free to contact me via email or phone.

Warmly,

Tova Hairston, B.S.  
Executive Director

### **3. Hyde County -- Hyde County Hotline, Inc.**

July 14, 2016

Hyde County Hotline, Inc. is a dual program serving victims of domestic abuse and sexual victimization on both the mainland of Hyde County and Ocracoke Island. The County lies in rural eastern North Carolina and is both geographically isolated as well as economically distressed. Victims face extreme challenges to breaking the cycle of violence here including a 2.5 to 3 hour ferry ride or drive from Ocracoke Island to the nearest hospital, pharmacy, attorneys and other basic services. The island is only accessible by boat or air. The mainland mimics the island in the isolation but in this instance it is by having to travel remotely unpopulated areas that have to be navigated to find shelter, hospital, pharmacy, taxi and bus services (with the exception of the limited provision of Hyde Transit). Travelling unpopulated areas while fleeing from an abusive situation is terrifying in and of itself and the above are but a few of the ***resources that are lacking*** to victims in Hyde County. The County is also a part of a five county judicial district which means that unless a victim happens to be assaulted on the week that the county conducts court, the victim has to travel to one of five counties that covers a vast land mass in order to obtain a domestic violence protection order. Due to the lack of jobs with no local industry except farming and commercial fishing, low income, and largely poverty stricken communities here, victims often have to be transported by Hyde County Hotline Advocates in order to obtain services of any kind. Whether it be hospital or other medical care, appointments with therapists (extremely limited local services), appointments with DSS, school counselors, or job searching most services are at least one hour away. Victims are also hesitant to reside in shelter choosing rather to stay with a relative or completely relocate out of the county which poses a whole new set of hurdles to overcome. There is no housing to choose from and local limited resources are stretched very thin to assist our clients. While the community is supportive and donate all they can, with a county population of only 5800+/- there is only so much that local people can absorb. The largest fundraising effort we have ever produced, netted less than \$10,000.00. Not much to go around when you consider that our population is very low but statistically

we are close to the top of domestic violence cases in our region. To cut the funding from our program would more than likely result in the closing of our doors. We cannot survive without the grant funding we are currently receiving.

On a final note, we believe that our statistics are so high because there simply is nowhere else for victims to turn for basic needs and support. There are no resources and low income and educational levels as well as the lack of opportunity have created an environment for domestic and sexual violence to be fostered. Historically, “Hyde” County has been an easy place for abusers to “hide” and victims to remain destitute of help. Since 2009 we believe we have made a significant impact in that particular mindset as those who have suffered are coming forward to begin their journey of breaking the cycle of abuse. We work diligently to provide 24/7 hotline and shelter services, advocacy, referrals, food, clothing, transportation, court and hospital accompaniment and advocacy, safety planning, support groups, prevention programming and outreach, child care costs, assistance with relocation, housing referrals as well as a wide range of other services. To create a formula that would result in less grant funding for victims in Hyde County would push those efforts back drastically if not completely.

#### **4. Avery and Watauga Counties -- OASIS, Inc.**

Below are some points we would like to share regarding the possible change in the way Council for Women funds programs in NC.

1. A formula based on the number of clients served could create the incentive to inflate client statistics. Currently agencies using OSNIUM count and track client services differently. In a recent phone conference with funders from CFW and GCC it was apparent that even the funders track and report “clients” and services differently. If funding levels are based on client numbers agencies might, for example, track a crisis call as a client. If OASIS did this we would increase from 350 clients per year to 1900 clients per year.

2. GCC uses a formula for their Basic Services grant that is a base plus population and geography. When OASIS was asked to take over services in Avery County, the Council for Women provided the full county allocation of DV/SA/MLF/DFP which provided approximately \$102,000 to serve the community. When OASIS applied to GCC for funding to include 24/7/365 services for victims and survivors in Avery County, the GCC formula calculated an additional \$11,000 for the OASIS’s basic services grant to serve that county for an entire year, a total of \$1.26 cents per hour for a comprehensive continuum of services for victims and survivors in Avery County.

3. If the availability of external funding is used in the formula this would have to be calculated each year as available funding changes significantly. For instance OASIS had received \$20,000 per year from the High County United Way to provide shelter services. Unfortunately they hired a new director who diminished all of the United Way’s credibility and support in our community and now United Way grants OASIS \$4,200 to provide shelter services for two counties. And in order to meet the July 1 deadline to begin new funding for each shelter, CFW would have to request information from agencies in the Spring of each year to determine levels of outside funding which would not be finalized until June. So CFW would be constantly chasing this ever-changing information for all 106 DV programs. And philosophically would agencies be penalized if they did a good job raising outside funding or would they be rewarded for their success?

4. If funding is reduced for rural communities with small population bases, many would be forced to close their entire agency and others would have to shut down their shelter. This would create a migration of victims and their children to population’s centers. Small programs like OASIS might opt to purchase

bus tickets to Forsyth or Guilford counties for clients needing shelter. This would result in victims and survivors being displaced from their employment, support systems and families. It would also result in all of these children having to change school systems, going from small, rural schools to large city schools, disrupting the children's lives further as well as adding to the burden for school systems in larger communities.

5. This change could result in the net reduction of donations to support victims of domestic violence across the State. If smaller programs close their agency their donors in those communities would most likely not give money to agencies several counties away in larger cities. So the \$140,000 OASIS raises locally would no longer be available to help victims, survivors and their children in NC.

6. The uncertainty of ever-changing allocation (particularly if outside funding is a factor since this changes constantly) would make it difficult for any program to strategically build their programs and create consistent and sustainable services for clients.

7. In the mid 1990's the Governor of North Carolina proclaimed that if there were shelters to help abused animals in all 100 counties in North Carolina, there should be shelters to serve abused persons as well. Victims and survivors in every county deserve a chance to live their lives free of fear and violence and should not have to leave their community to find safety.

The consistent Council for Women funding to serve victims of domestic violence and sexual assault has been the foundation upon which all counties have been able to build services and shelter. The erosion of this foundation we believe would have a devastating effect for survivors and their children across the State.

Kerry Gersonde, MA, NCC, LPC  
Licensed Professional Counselor  
Associate Director  
OASIS, Inc. (Opposing Abuse with Service, Information, and Shelter)

## **5. Scotland County –Domestic Violence and Rape Crisis Center of Scotland County**

In consideration of any new formula for funding, I would request that the presence of a shelter be a deciding factor. Although we offer a wide range of services to non-residential clients, our budget includes 24/7 staffing in our shelter. In addition, there are monthly costs of utilities, food, etc. We often house women and children from other counties. It has never seemed equitable for a county with administrative/support staff only to receive the same funding as a county which offers safety and a chance to start a new life.

Thanks for giving us a chance for input.

Anne Todd  
Vice-President

## **6. Macon County -- REACH of Macon County**

1. Types of Services each center currently provides and the costs of those services, including: 24/7 shelter services, job search assistance, legal assistance, clothing costs and child care costs.

- A. Some of our concerns include who will determine the “cost” per service and how will the number of services be calculated? Will this be differentiated or calculated based on rural considerations for cost or service delivery? How will services be tracked in a uniform manner across agencies?

#### Feedback

The Center for Rural Pennsylvania’s November, 2004 research study found that the cost for rural agencies to provide services per client was approximately \$100.00 more per client than that of their urban counterparts (rural \$524.00/urban \$419.00). The National Alliance to End Homelessness’s research shows that services such as shelter in rural areas are also significantly more expensive, with shelter services and wrap around services costing approximately \$4,454 per client in rural communities and \$2,439.00 per client in urban communities. This is a result of a combination of factors including a lack of wrap around services such as health care, mental health, substance abuse, and shelters as well as the burden of larger, geographical areas in which transportation and consolidation of agency resources are common.

#### 2. Number of clients served annually by each center and service area of each center.

- A. Some of our concerns with this consideration include how will the number of clients be calculated? Is this a duplicate figure and will length of service be considered?

#### Feedback

Formulas such as this often place rural agencies at a disadvantage because research shows that while rural agencies may serve less numerical clients than that of their urban counterparts, that numbers served is not a true indicator that rural communities have less crime. In fact, the Southwestern Association of Criminal Justice’s Literature Review (2009) found that rural communities may actually have higher rates of domestic and sexual violence, but unique barriers in those communities prevent reporting. Additionally, The Center for Rural Pennsylvania also postulates that while rural agencies may serve fewer clients numerically, the time needed to provide equivalent services takes significantly longer than agencies in urban communities.

#### 3. Availability of external funding sources for each center; federal, state, and local grants and private donations.

#### Feedback

The Center for Rural Pennsylvania’s November, 2004 research study showed that rural agencies on average receive 86% of their agency funding from state or federal grants, while their urban counterparts only receive 75%. This is in large part due to the fact that urban areas have increased access to corporations and affiliates, private donors or benefactors, and a larger pool for fundraising or non-grant generated income. Additionally, in-kind donations and services are valued at far less in rural communities with the report indicating in-kind services valued at \$16,300 per year in rural areas and \$26,400 in urban areas. As a result, the Southwestern Association of Criminal Justice (2009) found that rural agencies offer 4 less services per agency due to the increased cost of providing current services. In fact, the Rural Disparity in Domestic Violence Prevalence and Access to Resources project stated that “Women experiencing IPV in rural areas are twice as likely to be turned away due to capacity that in rural areas.”

Rural agencies are already doing all they can to maximize resources. The Center for Rural Pennsylvania completed a study in November, 2004, which indicated that rural agencies employ less full time personnel and rely more on volunteers and part-time employment. This is due in large part to an overall lack of funding and an effort to stretch resources to their max capacity.

#### 4. Other

Our agency is opposed to the proposal of developing a new formula for awarding CFW grants for a variety of reasons. In essence, we believe that victim service provision can look very different by community and that all agencies are working to provide the best services they can given their respective resources and time. Moreover, we not only believe that a formula is unable to truly capture the spirit of how each agency meets the needs of victims within their community, but that a competitive formula will pit rural against urban and agency against agency. The availability of agencies to rely on CFW funds as a standard of care for victim services helps diversify the funding pool among DV/SA's and follows in the footsteps of the comprehensive sisterhood of the movement.

## **7. Transylvania County – SAFE, Inc. of Transylvania County**

Thank you for allowing me to contribute to the conversation relating to the direction of funding to support North Carolina's efforts to eliminate domestic and sexual violence.

I have been working directly with victims and abusers since 1985 in a non-profit with a mission to end the violence within its county. What I know about the issues of domestic violence and sexual violence has been taught to me by those who have lived the horrors of that violence and so today I speak to you on the behalf of the victims living in Transylvania County.

In 1983 I was working at Henderson County Department of Social Services. My job was to assist women with children to move off the "welfare" roles and to prevent others from needing those services. In the course of doing that job victims of domestic violence would come to my office with the physical signs of their abusive situation. I would make arrangements with Helpmate (the closest shelter at the time) for the women and children to go for safety thinking, problem solved. Within weeks the women would be back in my office and I would ask them, "why did you come back"? They all gave the same answer, "Salley, how could you expect me to leave and not come back? This is my home. It is where my family is; it is where my children's friends and school are". Their answer spoke truth. Why should victims have to give up so much because the person they thought would love and care for them chose to abuse them within their homes?

Thus the journey began where many of us new to the work of assisting victims of domestic and sexual violence stood strong advocating for programs and shelters in every county of North Carolina. Believing that victims should be supported in their own community. At the time of this work North Carolina ranked #2 in the number of domestic violence related death. Law Enforcement officers were more likely to be killed or injured responding to a domestic violence call than any other call. Through our unified work and commitment to speak with one voice North Carolina dropped from being #2 to #16; and law enforcement officers are now at greatest risk when they do a traffic stop. Progress on a Statewide level was being made; the State was moving in the right direction. Programs agreed to an equal share of funding in recognition that this formula would ensure all programs would have an equal opportunity to survive thus benefiting victims within their own communities. This does not mean all program performed at a level of professionalism necessary to grow and to thrive but this was more likely the results of programs not having the history or foundation to support the additional costs necessary to pay for a professional level program. The NC Department of Administration through the North Carolina Council for Women recognized that in order for small emerging non-profits to grow to that level of professionalism necessary to provide quality services to victims funds were needed to support administrative (salaries and other costs) at a level to maintain directors within those non-profit so they could establish relationships within their communities to grow their funding base at home. For every dollars the State provided I suspect most local domestic violence and sexual agencies, at a minimum, doubled the State's investment into those programs. In most small domestic violence and sexual assault agencies, like SAFE, the executive directors are working daily with victims; and for some of us, directly with the abusers.

Today, the conversation seems to be to shift those funds to counties with greater populations. I get how that might seem like a reasonable approach but by doing so it suggest that victims in the smaller counties don't matter as much. Though the larger populated counties may have greater numbers to show but does it really cost them more to provide the same level of services as a small rural county? The cost of living in Transylvania County is higher than even Henderson or Buncombe County. It cost more for gas, food and housing. There is no public transportation system that victims can access to get to services. Our electric and water costs are higher, especially during the winter months. Emergency shelters have to maintain a 24 hours/day heating and cooling level satisfactory to the women and children living at the shelter. In Transylvania County, victims need to stay at the shelter longer because of the lack of affordable housing and good paying jobs. Though the numbers in Transylvania County may be lower, the number of hours spent with those women could be as high or higher than the number of hours spent supporting victims in communities with more available resources. I also could talk about the isolation of victims living in the mountain of western NC. It is an hour drive into the city of Brevard from the farthest Northwestern corner of Transylvania County. Victims from the small communities tuck away between the mountain that come to SAFE for services will not travel to another county for shelter.

One last point, the population in Transylvania County is approximately 33,000. What this means is that SAFE has fewer people to raise unrestricted funds from to support programs and services to victims of domestic & sexual violence and our local governments prefers to deny the existence of the violence as it might keep tourist from visiting so they refuse to provide funding, requiring SAFE to be more dependent on State and Federal funding sources.

Again, thank you for listening.

## **8. New Hanover County -- Domestic Violence Shelter and Services, Inc.**

**Response to 2016 Senate Budget Proposal impacting Domestic Violence Center Fund and NCCADV**  
7-15-16

A formula change would negatively impact the ability of *all* programs in the state to deliver services and therefore is unnecessary. Domestic Violence Funding received through the Council for Women is the only stable, non-competitive source of funding for our agency and others across the state. It is very much appreciated and vital to providing critical, sometimes life-saving services for those impacted by domestic violence. *All* victims from *every* part of North Carolina must have and deserve services to address their critical need for safety and well-being. No one should be making judgements on who is most worthy, based on arbitrary formulas. Each life is valuable.

If a formula is devised, some smaller, rural programs may face funding cuts, based on the number of people served. The resulting cuts to services could be devastating to such programs in their ability to assist victims. Not to sound too dramatic ... but lives could be lost. The work of domestic violence agencies is that critical. (Chances are that with a formula based on services provided, our agency could receive an increase in funding. However, I would not feel like a "winner," knowing that somewhere else in the state services had to be cut. With the proposed changes, I don't believe anyone really benefits. Cuts in one county increase referrals to the next county.)

Further, it seems that developing a formula is a daunting task and not the best use of resources for all those involved ... for those trying to develop it and those who may have to spend extra, unnecessary time in the application process. State government and non-profit agencies are overburdened as it is. Spending time on a project like this just seems like a poor use of valuable resources. Putting those hours into working on real issues seems like a much better use of everyone's (already limited) time. I really don't like to think of any of us spending time in this way, when victims' needs are so great.

All of the provider agencies are in the same boat, trying to do our very best to serve victims. The Council for Women funding is one thing that unites us ... equally ... in our search for funding to accomplish our missions. We don't want to be pit against each other in a new competition for funding. Who is to say that services are needed more in one county over another? Victims from each corner of the state deserve access to safety and quality services. This is just what the Council for Women makes possible with its current funding guidelines. We appreciate their support of our collective work to assist victims of domestic violence and want to continue to partner with them in the way that has been successful for a very long time.

#### **9. Forsyth County -- Next Step Ministries, Inc.**

A formula for the NCCFW grant will have a negative impact on agencies across NC. Agencies will be competing for funds versus being awarded an equal amount. Agencies will be required to provide services and give results that sets them above other agencies in NC. There are many adults and children suffering from domestic violence across the state. Agencies need to collaborate to provide services rather than compete against one another.

Paulette Dodson  
Executive Director  
Next Step Ministries, Inc.

#### **10. Guilford County -- Family Service of the Piedmont, Inc.**

Would a formula change to the current equal distribution method of the funding allotted for domestic violence center grantees positively or negatively impact your ability to deliver services to citizens in your county?

A formula change to the current equal distribution method of the funding allotted for domestic violence center grantees could either positively or negatively impact our ability to deliver services to the citizens of Guilford County, depending on the nature of the formula change. Family Service of the Piedmont, Inc. has the following feedback regarding the requirement for NCCFW to develop a new formula for awarding grants from DVCF.

- **Consideration 1 - *Types of services*** each center currently provides and the costs of those services, including: 24/7 shelter services, job search assistance, legal assistance, clothing costs and child care costs.
  - Determine the baseline or core DV services that all Agencies should provide in order to qualify for funding.
  - Services provided that are a duplication of services already offered in the community should not be taken into consideration. Ensure that there is no duplication of services by DV agencies when there are resources for those services that are already in place in the community (i.e. job search assistance, legal assistance).
  - Established referral sources and an Agency's ability to provide wrap-around services should be taken into consideration.
  - Agencies should not be penalized by a formula that takes into account costs for services that the Agency provides from sources other than NCCFW (i.e. clothing, counseling).
  - Core DV services should be the foundation for funding decisions and the baseline criteria for receiving funding. Care should be taken when evaluating service delivery based solely upon



types of services provided – is there duplication of services in the community, are ancillary services being provided at the expense of core DV services, are NCCFW funds being utilized in the most efficient manner?

- **Consideration 2 - # of clients served** annually by each center and service area of each center
  - Ensure that the formula accounts for the fact that Agencies provide services to clients from any area of the state and nationwide.
- **Consideration 3 - Availability of external funding** sources for each center; federal, state, and local grants and private donations.
  - Strategically it is important to diversify funding sources in order to ensure sustainability. Do not potentially penalize agencies who are able to diversify their funding, as these are the agencies that have a better chance of long term sustainability and the capability of providing a higher level of service to victims.
  - Recognize an Agency's ability to leverage NCCFW funding to bring other funding sources to the table in order to expand and enhance the services provided.
  - Keep in mind that external sources of funding can be inconsistent. External funding sources can be lost due to changing priorities of the funder and many run on different funding periods.
  - It is important to have a certain level of consistent funding to rely upon, in order to ensure that core DV services remain in place. Many agencies rely on NCCFW funding as this stable source of funding which provides an anchor to their overall program funding plan.
  - If the formula weighs the availability of external funding too heavily, it could put many core DV services in jeopardy if that external funding were to go away

**Other relevant information** that may be helpful for awarding of grants

- Umbrella agencies should not be penalized because they have access to diverse funding and other resources. Umbrella agencies bring valuable resources to the table so that NCCFW funds can be used primarily for the core DV services for which they are intended.
- Take into consideration agencies who have demonstrated and have a proven track record of fiscal responsibility and service excellence. Recognize the importance of grantees having annual finance audits and performing well on them.
- Also those who demonstrate a higher level of professionalism by achieving some sort of accreditation for their programs.
- Consider developing common outcome measurements to benchmark service providers against. Identify the agencies who are doing well and providing effective services; have state mandated outcomes and protocols that can be objectively measured.
- Consideration given to agencies who utilize funding for needed services and avoid any duplication of services
- Concerned that the new formula will dilute funding to the extent that the funding level is no longer effective; depending on how things are weighted – it could hinder the ability to effectively deliver core DV services.

## **11. Stokes, Surry and Yadkin Counties – Yadkin Valley Economic Development District, Inc. (YVEDDI)**

A formula change to the current equal distribution method would greatly impact our programs. Not only our programs, but it will impact the State of North Carolina intensely. Approximately one in three women will experience domestic violence during their lifetimes. In Stokes, Surry, and Yadkin Counties, 9% of the total population has experienced intimate partner violence. Most of these families are considered to be the vulnerable population. Studies show a significant number of domestic violence survivors experienced financial difficulties, including “not being able to pay their bills” after leaving their abuser, in turn requesting more financial assistance from agencies. Several thousand dollars from our agency alone has provided financial support (gas cards, clothing, bills paid, and groceries) to families to keep up with rising costs and basic family needs. This formula will perhaps increase the North Carolina poverty level. Families will be searching for quick solutions in order to survive, i.e. payday loans, tax preparers advancing refunds for fees, all predators of the poor. Studies validate domestic violence is more likely to occur in families that are undergoing a financial strain. Violence also increases as much as three times more during a lack of employment. In 2014, the University of North Carolina at Charlotte, found that domestic violence cost North Carolina approximately \$307 million annually. North Carolina’s loss in work productivity damages victim’s economic security as well as our state’s frazzled economy. All of us carry the impact of domestic violence. Funding is critical to all counties, but rural counties are the greatest to be impacted by the formula recommendation. Anticipation of population growth and decreased funding to the rural counties, fewer resources will definitely impact rural communities and the state’s economy as a whole.

## **12. Orange County -- Compass Center for Women and Families**

Thank you for sharing this memo regarding potential changes to the formula for domestic violence service funds. While I applaud any efforts to ensure budgets administered by the state are administered fairly, I have some concerns regarding the current Senate budget proposal and the items it is using to construct a formula. The broad language of the proposal makes it unclear how grants would be calculated fairly. First, how would the different items be weighted in this formula; would they all have an equal weight? Or, for example, what is more important, the number of clients served or the types of services provided? How does quality of care get measured? Are some services considered more important than others? Our client numbers increase exponentially each year, between 10% and 20% increases year after year. We don't turn clients away. However, we do spend a significant amount of time on client follow up. If we instead had to focus on increasing the overall numbers even more to retain funding, we would have to consider ways to compromise on the amount of follow-up we do.

My other concern is that "availability of external funding" would be part of the formula. It is unclear how you could consistently interpret "availability" of funds in an area or calculate the amount of money that is available from foundations and donors for each area. Orange County is in the top 10 in the state for number of non-profits with over 1,500 non-profits in the county, so competition for funds from donations and fundraisers is considerable. While Compass Center receives funds from other sources besides the Council for Women for our DV services, we rely heavily on these funds. We work very hard to fundraise, and I wouldn't want the formula to punish organizations for successful fundraising. I think most people working in domestic violence organizations would agree that there is tremendous unmet need in our communities and never enough money to do all the crisis and prevention work we'd like to help victims. We know we could do so much more with more money, so if an organization is able to bring in other funds and expand services, it doesn't mean they no longer need state funds, but rather that they are leveraging state funds to do more good for victims. Instead of looking at ways to change how we cut up the existing financial pie, it would be great if we could instead focus our efforts on growing the size of the pie so every organization could do more.

I truly appreciate the state's ongoing support of domestic violence services, and I know that together we are saving lives. Thanks for all the work that you do!

Best,  
Cordelia Heaney  
**Cordelia Heaney, MBA**  
**Executive Director**

### **13. Stokes, Surry and Yadkin Counties -- Yadkin Valley Economic Development District, Inc. (YVEDDI)**

Being a rural community with an estimated census of 72,743 in 2015 according to the United States Census Bureau we have serviced a total of 897 unduplicated victims of domestic violence from July 01, 2015 – June 30, 2016. Our client numbers continue to increase due to an increase in crime, educational outreach into the communities, and knowledge of available resources to victims of domestic violence. Our resources are limited in our rural community; therefore, our victims rely heavily on our funding for sustainability assistance in order to establish lifestyles free of violence. This being said; if the formula proposed is implemented this will further limit assistance to victim's in our rural community because it will cut the funds significantly and reduce our ability to assist with sustainability needed in order for victims to reestablish, relocate, further education in order to sustain, etc. This cut will also reduce staffing for our program as well. Considering our high volume of clientele this will jeopardize the quality of service provided to each client. When victims/survivors reach out for assistance it takes a lot of bravery, when they have the courage to do so, we as advocates should be able to take the time with each client to explain the process, provide them with their options, and focus on their healing without limitations. If we have a cut in staff we will not be able to take the time needed with each victim, and this in turn will mean more victims returning to abusive situations because of a lack of resources, support, and education. If victims continue to return to abusers this is only developing a greater chance of our children and younger generations falling victim to this vicious cycle of violence. If we are not able to empower, educate, and support the victims this epidemic will only continue to fester.

### **14. Alleghany County -- D.A.N.A. (Domestic Abuse is Not Acceptable)**

I am replying to the New Formula issue. Whether the formula change is has a positive or negative impact will be determined by the final formula. If it is determined by the number of people served then it will impact us very negatively. Being in a rural community, we provide all the same services as the larger areas but not the same number of clients. We also do not have the local donors available to us as that of larger areas (Walmart, United Way, Bank of America, etc). Also, due to the lower population, we usually have much smaller fundraising capabilities. Our staff consists of 3 people versus a staff of 15 in larger areas. I believe all these things need to be taken into consideration. If we lose money then we have to start looking at cutting back on some services.

Thank you for fighting on behalf of the small counties:)

*~ Lee Cornett*  
*D.A.N.A Director*

### **15. Wilson County -- Wesley Shelter, Inc.**

This major change needs to be evaluated slowly and carefully so not to negatively impact agencies that are providing the much needed services to victims. Gathering data by 11/1/16 seems too quick to effectively gather data and study the impact.

Small agencies like ours do tremendous work but need every penny budgeted. A reduction in funding would negatively impact our community and victims.

Rural counties have fewer funding sources but great needs, partly influenced by the geography and poverty rates, lack of employment opportunities and resources.

We have developed partnerships and great relationships with businesses in our area, the United Way and City/County Government. Factoring them in as funding sources to potentially reduce our grants will hurt our agency, and I'm sure there are many more who would be. We can't depend on the local ones not changing as well. In our county, funding sources are maximized but cannot increase to cover any potential reductions from formula funding.

If anything, small rural counties who provide dual services to a large number of people should receive more funding. When GCC went to formula funding years ago, it reduced grants to our program.

Sincerely,

**Lynne White**

Executive Director

Wesley Shelter, Inc.

**16. Stokes, Surry and Yadkin Counties -- Yadkin Valley Economic Development District, Inc. (YVEDDI)**

We feel the 2016 Senate Budget Proposal for the new formula could have a negative impact on our DV program. Our program is located in a rural area and our community already struggles with very little resources to assist victims and their families. Our community lacks other resources to assist with housing, children care, mental health, and transportation. Our program does not operate a 24/7 shelter, yet we do operate a 24/7 Hour Emergency Crisis Hot Line, Court Accompaniment, Hospital Accompaniment, Client Counseling, Emergency Transportation, Advocacy, Off-site Shelter, Job Counseling, Job Training, Health Education and Counseling, Financial Assistance, etc. On the new formula proposal, it seems our program would receive less funding based on the criteria, yet staff are still responsible for carrying out the same duties. Reduced funding would cause our program to cut back in our staff, which would make carrying out the normal roles of the office nearly difficult. Last year: (FY July 2015 – June 2016) we had 584 victims that needed our services and one victim that losses their life due to Domestic Violence is one life to many. We feel that there is still work to be done in our community and the lose of funds will trap the Domestic Violence victims and their families in the violence even longer. Our community needs domestic violence services and we depend on the funding we receive to assist in meeting the needs of victims and their families. We would like to see the domestic violence funding continue being equally distributed because even though some counties may have a larger number of victims served, our services are just as important and necessary to our community.

Thank you so much,

Jeannie Easter

Stokes Domestic Violence/Sexual Assault Program Coordinator

**17. Anson County -- Anson County Domestic Violence Coalition**

Regarding my opinion on changing to a scale per population for funding. I hope rural areas will not be forgotten. Big cities that have huge population can raise funds better than rural areas. So I really hope we are not penalized for being rural. I just know in rural areas where jobs are few and no transportation we

need more funding than cities that have a better fundraising benefit and transportation and employment opportunities than rural areas like Wadesboro. I just know also other funding like United Way big cities get a whole lot more funding than agencies in rural areas also. So please pass this along for us. Thank you.

*KAREN BAUCOM  
EXECUTIVE DIRECTOR  
ANSON COUNTY DOMESTIC VIOLENCE COALITION*

**18. Catawba County -- Family Guidance Center, Inc.**

Dear Representative Cleveland,

I am the Executive Director of a CFW funded Domestic Violence Program and strongly oppose the Proposed HB1030. Most DV Programs need additional funds to adequately meet the needs of victims; a formula based disbursement would give some programs more funding, while decreasing others. Any decrease in funding could cause a loss of services or could cause some smaller agencies to have to close their doors, leaving victims even more vulnerable.

Our agency depends on the stability of CFW funding to meet the requirements of the Basic DV Service Elements – must provide 24 hours Hotline services and 24-hour Shelter coverage. A decrease in our funding will most likely result in a decrease of services for victims and their children. A significant decrease could potentially result in our having to close our Shelter. Catawba County's economy is in a fragile state; therefore, it's unlikely that we can raise any more funds than we already are. Catawba County United Way provides significant support of our domestic violence program and they have already decreased our funding, due to campaign shortfalls.

Finally, a formula model for funding is most dangerous for victims of domestic violence because 1) domestic violence is a serious problem for everyone, from the employer, law enforcement, to the victim and her/his children, 2) domestic violence can happen at any time, anywhere; it is unpredictable, and 3) domestic violence kills. It is imperative that we ensure all victims the same access to services throughout all our counties. We must have services in place before there is a tragedy – for example, our county has had 6 DV homicides in the past 6 months whereas in past years, there were only 1 or 2 for the entire year. You can't predict the need for services or how many victims you'll serve – the key is that we must be ready to serve victims whenever there is a need. Dependable funding is required to maintain services.

Thank you for considering my concerns and for opposing HB1030.

*Ann C. Peele, Executive Director  
Family Guidance Center, Inc.*

## 19. Catawba County – Family Guidance Center, Inc.

### YOUNG, MORPHIS, BACH & TAYLOR, LLP

ATTORNEYS AT LAW

NORTH PARK BUILDING

858 2ND STREET NE, SUITE 200 (28601)

POST OFFICE DRAWER 2428

HICKORY, NORTH CAROLINA 28603-2428

www.hickorylaw.com

CHARLES R. YOUNG, SR. (RETIRED) ♦

THOMAS C. MORPHIS (1947 - 2009)

WAYNE M. BACH

TERRY M. TAYLOR ♦

PAUL E. CULPEPPER

KEVIN C. MCINTOSH

JIMMY R. SUMMERLIN, JR.

TIMOTHY D. SWANSON

JOHN W. CRONE III

JORDAN L. FAULKNER

JAMES R. HAWES

JESSICA M. FRENCH

TELEPHONE: 828.322.4663

FACSIMILE: 828.322.2023

EMAIL: JordanF@hickorylaw.com

♦ CERTIFIED MEDIATOR

♦ BOARD CERTIFIED SPECIALIST IN REAL  
PROPERTY LAW-RESIDENTIAL,  
BUSINESS, COMMERCIAL &  
INDUSTRIAL TRANSACTIONS

July 15, 2016

**Via Email: elyse.hamilton-childres@doa.nc.gov**

North Carolina Council for Women

Attn: Elyse Hamilton-Childres

5500 Executive Center Drive

Suite 206

Charlotte, NC 28212

***RE: New Domestic Violence Grant Formula Proposal - House Bill 1030***

Dear Elyse:

I hope this letter finds you doing well. As the current Board President, I am writing on behalf of the Board of Directors for Family Guidance Center located in Hickory, North Carolina. As you are aware, Family Guidance Center receives a grant from NC Council for Women to help fund its domestic violence program. I am writing on behalf of our Board of Directors to oppose the proposed House Bill 1030 and the related reallocation of such grant funds based on county population, rate of domestic violence, etc.

Family Guidance Center's Board of Directors would strongly advocate for the funding to remain the same for all domestic violence programs to ensure that all victims, in all counties, have access to services. Family Guidance Center and other agencies like ours rely on NC Council for Women's current level and formula of funding to ensure that needed victim services, which are in existence and are vital to our community, are able to be provided.

The funding Family Guidance Center receives from NC Council for Women provides, in part, for twenty-four (24) hour staffing at the agency's shelter for battered women and children. It is imperative for this shelter to have around-the-clock staffing for the safety and needs of the inhabitants. Any decrease in funding would seriously diminish the agency's ability to staff that shelter around-the-clock which would certainly lead to a diminished ability to offer needed services to victims in Catawba County but which also could lead to the agency having to close this shelter.

July 15, 2016  
Page 2

Furthermore, Catawba County continues to struggle economically and there are fewer opportunities for fund-raising than some of the larger counties might have. Therefore, the even distribution of funds from the NC Council for Women, as it is distributed currently, remains the best way to ensure the safety and care for victims across the State of North Carolina. A change in funding distribution, as contemplated in House Bill 1030, would certainly cause a negative impact to Family Guidance Center's ability to deliver services to the citizens of Catawba County and we would strongly urge you to consider our position in this matter.

Very truly yours,

YOUNG, MORPHIS, BACH & TAYLOR, LLP

  
Jordan L. Faulkner

JLF

## **20. Rowan County -- Family Crisis Council**

July 12, 2016

I think that the current way of giving EVERY DV agency the SAME amount of money is more appropriate. If they are basing it on individual agency budgets and their own funding sources, then this will have a huge impact on smaller agencies. I think this will close the smaller agencies in the rural areas that really need to be in place.

FCC is heavily dependent on these funds and if we receive fewer funds, then we will possibly have to reduce employees and services.

I agree that the November deadline is not acceptable. How can you have enough time to come up with a formula that will be fair in that short time frame.

We primarily uses CFW funds for staff salaries, supplies, services for victims, which is usually an expense not covered by other funding sources.

Sincerely yours,

Renee Bradshaw

## 21. Cabarrus County – Cabarrus Victims Assistance Network (CVAN)



### Feedback on HB 1030 regarding Domestic Violence Grant Formula

In October 1982 – one month after CVAN incorporated – the first NC State Domestic Violence Grants were awarded. Even though our grants have grown dramatically - from the original \$4,127.75 to the current level - we think the same principle of equal distribution among the counties should apply.

Back in 1982, we convened a state-wide conversation about the appropriate distribution formula. After much feedback and deliberation, it was decided that equally funding was the fairest, most responsible way to serve all of the battered women across North Carolina. The concerns raised then about competitive or varying funding formulas we believe still apply today.

**Developing and managing competitive grants:** It is very time consuming to develop and manage competitive grants for both the local domestic violence programs and for the State. Requiring each domestic violence program to develop and then manage a competitive funding grant every year would take away scarce time and resources from other agency needs. In addition, does the State have the resources to read, evaluate and decide on which counties deserve the money? Just as developing and managing competitive grants takes local resources, it also takes resources at the State level. The current equal funding formula already requires a lot of time and resources to develop, manage and monitor. To add to this time would be a hardship for both local programs and the State.

**Funding Uncertainty:** Competitive funding or varying funding formula makes it difficult for programs to plan for service delivery. Equal Funding, even though the level may vary from year to year, makes it possible for programs to provide basic services in every county. The roller-coaster ride of not knowing from year to year makes this virtually impossible.

**Services:** Who defines which services are the most important? For example, the list in the legislation, does not even include what we would consider some of our most important services such as 24-hour hotline; support groups; children's program; and teen program. While we would all like to be able to provide all services, we would not deem services such as clothing costs to be the most important. Is it the state's expertise and/or responsibility to determine exactly which domestic violence services should be provided in 100 different counties all across North Carolina?

**How do you weigh the considerations:** There is no fair way to weigh factors such as number served, types of services, external funding. For example, should urban areas receive more funding because of number served? Should rural areas receive more funding because there may be less external funding? Do programs with better fund development get penalized? Should it matter that services cost more in cities vs. rural areas?

PO Box 1749 • Concord, NC 28026-1749  
bus 704.788.1108 • 24-hour hotline 704.788.2826  
www.cvan.org • thrift store 704.721.9020



## **22. Union County -- Turning Point, Inc.**

Turning Point is currently against any change to the current distribution of funds via DVCF and NCCFW. If changes are made to the current “across the board” rate and changed to a formula based on services, number of clients, and availability of outside funding, smaller, rural counties will be negatively impacted.

Large counties, typically in metropolitan areas, have access to many more resources such as public transportation, large donors, and multiple foundations. Although these counties usually work with more clients, it does not necessarily mean that their need for NCCfW funds is greater. I believe that the smaller, rural counties will be impacted the most by a change to the formula. Small, rural counties do not have resources. They do not have a plethora of options in regards to funding. Reducing the amount of funding they receive from NCCfW based on services and number of clients will impact staffing at the small shelters/crisis lines across North Carolina. Many of them rely heavily on the funding from NCCfW and changes in funding may result in a reduction of staffing or closing of the program/agency.

For this reason, I do not support the change in the formula at this time.

**Ashley P. Lantz, MPA**  
**Executive Director**  
**Turning Point, Inc.**

## Appendix G: Taskforce Survey Questions and Summary

This survey was designed to gather feedback on different formula options in preparation taskforce meetings.

### **1. In your opinion, what is most important to the people that we serve?**

The taskforce indicated that what is most important to the people they serve are the following:

- Flexible services
- Individualized and high quality services
- Safety for the victim and their children
- Having the victim become or remain independent
- Adequate funding for needed services

However, the main priority the taskforce stressed is for services to be in every county.

### **2. What must the formula accomplish?**

The taskforce indicated that this formula must provide enough resources to domestic violence agencies, protect and advocate for victims, and provide high quality and flexible services.

Some of the taskforce brought up the issue of if rural areas should receive more support based on lack of access to community funding.

### **3. What criteria do you think would be most important to consider for the formula?**

According to the taskforce, some of the criteria that must be considered for this formula are the types of services provided along with their cost, accessibility and availability of services, quality of services, performance/outcomes, to not base the formula solely on population size, and to consider having a base amount with additional funding for add-on services.

### **4. What are your thoughts on basing a formula on the state mandated services?**

While some of the taskforce agree that the formula should be based on state mandated services, others worry that not only are the services hard to rank, but also that it is hard to formulize these services. In addition, the taskforce worries that by doing this it will make agencies more competitive.

### **5. Additional Comments:**

Additional comments the taskforce included in the survey is to explore the possibility of a sustainability plan, along with having a tier funding formula with a base amount. The taskforce also believes that in order to craft the best formula more time must be allotted; however, if the formula is put into effect soon, the taskforce wishes to have an adjustment period over the next two years for agencies to account for the gradual loss of funding and to give these agencies time to search for additional funding through grants, local funding, etc.

## Appendix H: Taskforce Survey to Vote on Formula Recommendations

1. Name
2. What county do you live in?
3. What is your title and organization?
4. Which formula options do you prefer? Please choose your top 3 choices only.
  - a. Option 1: Base 50% + Population 50%
  - b. Option 2: Base 50% + Population 25% + Land 25%
  - c. Option 3: Base 75% + Population 25%
  - d. Option 4: Base 75% + Population 12.5% + Land 12.5%
  - e. Option 5: Oregon Model “short-term”
  - f. Option 6: Base 50% + Population 25% + Poverty 25%
  - g. Option 7: Base 75% + Population 12.5% + Poverty 12.5%
  - h. Option 8: Base 50% + Land 16.6% + Population 16.6% + Poverty 16.6%
  - i. Option 9: Base 75% + Land 8.3% + Population 8.3% + Poverty 8.3%
  - j. Option 10: Base 50% + Shelter + Population 50%
  - k. Option 11: Base 50% + Shelter + Population 25%
  - l. Option 12: Base 50% + Dual (DV/SA) 25% + Stand-alone (DV) 25%
  - m. Option 13: Base 50% + Judicial District 25% + Population 25%
  - n. Option 14: Base 75% + Judicial District 12.5% + Population 12.5%
  - o. Option 15: Other (if you choose this option, please explain in question 5)
5. Why did you choose the option(s) above?
6. Do you want to include a floor (minimum amount) for the grant?
  - a. Yes
  - b. No
7. If you said yes to a floor, what is the minimum amount you would like for grantees to receive?
8. Do you want to include a ceiling (maximum amount) for grantees to receive in the formula?
  - a. Yes
  - b. No
9. If you said yes to a ceiling, what is the maximum amount you would like grantees to receive in the formula?
10. If you said yes to a ceiling, how would you like the remaining funding distributed?
  - a. Create mini-grants, which all agencies can apply for. This would allow NCCFW to emphasize innovation or additional funding for add-on services.
  - b. Redistribute the funding equally to all other agencies
  - c. Other – write in
11. Do you want to recommend a 2-year transition period for implementation of the grant formula?
  - a. Yes
  - b. No
12. Do you want to recommend doing an impact study on the effect of the formula every 2 years?
  - a. Yes
  - b. No
13. Additional comments?

## Appendix I: Synopsis of Research on Other State Formulas

NCCFW/YI examined how other states allocated their resources for domestic violence to use as a reference for the creation of a domestic violence formula in North Carolina. NCCFW/YI was assisted by NC Coalition Against Domestic Violence (NCCADV) to discover other states formulas. NCCFW/YI also used Oregon's Equity Allocation Study as a reference as Oregon conducted an in-depth examination of six states, including Colorado, Washington, Kansas, Minnesota, Maine and Wyoming.<sup>38</sup>

States that NCCFW/YI examined include: Washington, Oregon, Wyoming, Louisiana, Vermont, Kansas, Colorado, Maine, Minnesota. NCCFW/YI also examined the Family Violence Prevention Services Act (FVPSA) Program Grant Formula.

### **Family Violence Prevention Services Act Program (FVPSA)<sup>39</sup>**

Examples of formulas that other states are using to distribute FVPSA funding include:

- A base amount to each geographic area, with the remaining funds distributed by population and square miles;
- Different base amounts provided to residential and non-residential programs, with the remaining funds distributed by county population and square miles in the agencies service area;
- A base amount per grantee, followed by a percent of funding being distributed based on county population and geographic size of the county. This formula provides an equitable distribution between rural and urban sites;
- Demographics and historical spending;
- Equal distribution between all grantees;
- A percentage of overall funding available distributed to support prevention or shelter and supportive services for underserved and special populations. This can include services for survivors with disabilities, or teens, or the lesbian, gay, bisexual, transgendered, or queer (LGBTQ) community, or culturally specific programming.

### **State by State Review**

#### **Oregon<sup>40</sup>**

In 2006, Oregon conducted an Equity Allocation Study where it examined the best approach to a formula for domestic violence and sexual assault funding. It determined that the most equitable

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<sup>38</sup> The Planning Group. (2006). Equity Allocation Study. Developed for CPS Unit-Children, Adults and Families – Department of Human Services and Crime Victims Assistance Section of the Oregon Department of Justice. Retrieved from <https://www.oregon.gov/DHS/ABUSE/DOMESTIC/DVAG/DVFAC%20Resources%20Docs/Joint%20Funding%20-%20Equity%20Study%20FINAL%20Report.pdf>

<sup>39</sup> US Department of Health & Human Services Administration on Children, Youth and Families. (2012). Navigating the Family Violence Prevention and Services Program: A Guide for State and Territorial Administrators. P.49. Retrieved from [http://www.acf.hhs.gov/sites/default/files/fysb/fvpsa\\_admin\\_guide\\_20121119\\_0.pdf](http://www.acf.hhs.gov/sites/default/files/fysb/fvpsa_admin_guide_20121119_0.pdf)

<sup>40</sup>The Planning Group. (2006). Equity Allocation Study. Developed for CPS Unit-Children, Adults and Families – Department of Human Services and Crime Victims Assistance Section of the Oregon Department of Justice.

approach would be to provide a large enough base to reach the minimum needs of less populated counties, while balancing the minimal needs of Oregon's large population centers.

Oregon moved towards a base + model in order to provide both consistent levels of funding, but also to provide more funding for high population areas. Oregon then estimated the level of funding needed to cover the basic needs in the state. It discovered that the total cost to fund the base+ model that it recommended would be \$16,280,000 per year. This number far exceeded the amount of funding actually appropriated by the state budget, which for both domestic violence and sexual assault services was approximately \$6,000,000 or less than 40% of what was needed.

In order to create a formula based on this, the Oregon Study approach decreased the percentage to 37% of the estimated amount needed for base. Oregon then divided service providers into "headquarter" counties and "satellite" counties. "Headquarter" counties received a set amount and "satellite" counties received funding based on population size. Remaining funding was distributed based on a per capita basis using total population. Oregon reduced the base to \$45,000 for counties with "headquarter" agencies following the base+ model.

### **Washington<sup>41</sup>**

Washington allocates both state and federal funding through a formula (federal funds are comprised of a portion of VOCA and 95% of FVPSA). A minimum allocation amount (base) is calculated for each of the 43 shelter programs. For SFY 2016, the base amount was \$173,639; Each of the shelters receives this amount as a minimum allocation to provide both shelter and non-residential services. The formula then uses county population and geographic area to calculate how much additional funding goes to programs. The grant is noncompetitive and contractors submit annual contract renewal applications. If an agency wants to be considered for funding, Washington uses an annual application process.

Washington has used this basic formula for the last 20 years. It was developed in conjunction with a steering committee made up of domestic violence programs, domestic violence coalition representation, the state, and a contracted facilitator.

Washington indicated that the primary reasons for using a formula versus a competitive process were:

1. The desire to provide stability to local programs.
2. To have a process that could not be influenced by personalities or favoritism.
3. Due to the limited number of emergency domestic violence shelter programs, it was not cost effective for the state, nor for the local programs, to go through a competitive process when the same contractors will invariably be selected.

Awards range from \$40,000 to over \$200,000.

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<sup>41</sup> Information gathered from email received from Program Manager of Division of External Affairs & Operations Management, DSHS/Children's Administration in Washington.

## **Wyoming<sup>42</sup>**

The funding formula for Wyoming provides a \$30,000 base, with the remainder of the funding being distributed based on population and geographical area. 80% is based on population and 20% geography of the service area. Funding is provided to every county and reservation in the state.

## **Louisiana<sup>43</sup>**

Louisiana distributes domestic violence funds using a Committee on Quality Assurance System. Programs receive a score based on four submissions: a provider self-study, provider documents submitted to the Committee on Quality Assurance System, a site visit, and contract performance and reporting.

Louisiana distributes its sexual assault-focused funds based on a points system with five factors used to determine points. The five factors include compliance with standards, size of population served, size of geographic area, number of direct service contacts and number of contacts in prevention work.

[http://dcfs.la.gov/assets/docs/searchable/WomensPolicy/Events/20130115\\_DVStudyGroupReport\\_Final.pdf](http://dcfs.la.gov/assets/docs/searchable/WomensPolicy/Events/20130115_DVStudyGroupReport_Final.pdf)

## **Vermont<sup>44</sup>**

Federal and state funds are aggregated in Vermont and then allocated to domestic violence and sexual assault organizations according to the funding formula. This formula was developed by the membership of the Vermont Network Against Domestic and Sexual Violence. Vermont sets specific allocations aside for culturally specific organizations, with roughly 20% of the total going to four organizations serving the LGBT community; survivors with disabilities; deaf survivors and immigrant/refugee survivors.

The remainder of the funding is allocated based on:

- 35% to all sites (14 programs, 16 sites) in base, and
- 10% for all shelters (9)

The rest is allocated based on the square miles of the service area for each organization and the population of their service area.

Vermont's formula does not take into account the number of people served. Also of note is that the stand-alone sexual violence organizations are full members in the funding formula and have parity with the domestic violence and dual (domestic violence and sexual assault) organizations.

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<sup>42</sup> Information gathered from email received from Executive Director of WCADVSA.

<sup>43</sup> Department of Children & Family Services. (2014). Domestic Violence Study Group Report 2013 Legislative Session. P.3-5. Retrieved from [http://dcfs.la.gov/assets/docs/searchable/WomensPolicy/Events/20130115\\_DVStudyGroupReport\\_Final.pdf](http://dcfs.la.gov/assets/docs/searchable/WomensPolicy/Events/20130115_DVStudyGroupReport_Final.pdf)

<sup>44</sup> Information gathered from email received from Executive Director of Vermont Network Against Domestic and Sexual Violence.

## **Kansas<sup>45</sup>**

Kansas distributes its funding annually on a competitive basis. A base amount of funding is provided to eligible grantees with add-ons for three factors: shelters, population, and square miles. As Kansas is using a new grant formula process, a percentage was added for previous grant award to prevent domestic violence service providers from suffering from a drastic funding reduction.

## **Colorado<sup>46</sup>**

Colorado uses a common competitive application to distribute all its funds. Advisory boards are responsible for funding decisions.

## **Maine<sup>47</sup>**

Maine distributes its Violence Against Women Act (VAWA) funds competitively. Maine does not provide a base or minimum amount of funding to all eligible grantees.

Funding decisions are made by several key stakeholders, including: Justice Assistance Council, a board of 16, which includes representatives from the courts, corrections, victim services representatives, representatives from the domestic violence and sexual assault coalitions, and the Attorney General's office.

Maine does not provide a weight or advantage for cultural competency. Grant proposals are reviewed individually and funding is distributed based on the agencies ability to provide services. Maine has developed a different philosophy to distribute funding than most other states; The philosophy is that equity is achieved through the consistency of the process.

## **Minnesota<sup>48</sup>**

Minnesota developed a funding formula, with stakeholder feedback, which includes five weighted factors: population, land area, reported crime, minority population, and foundation giving. Minnesota evaluated foundation giving over a 10-year period to watch for funding trends. They also adjusted the formula to address the different levels of access to foundation funding for urban versus rural providers.

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<sup>45</sup> The Planning Group. (2006). Equity Allocation Study. Developed for CPS Unit-Children, Adults and Families – Department of Human Services and Crime Victims Assistance Section of the Oregon Department of Justice.

<sup>46</sup> Ibid.

<sup>47</sup> Ibid.

<sup>48</sup> Ibid.